DOCUMENT RESUME

ED 136 717 HE 008 779

TITLE	Study of Post-Secondary Education in Southwestern Minnesota.
INSTITUTION	Minnesota Higher Education Coordinating Commission, St. Paul.
PUB DATE	4 Nov 76
NOTE	127p.; Not available in hard copy due to marginal legibility of document
AVAILABLE FROM	Minnesota Higher Education Coordinating Board, Suite 400, Capitol Square Building, 550 Cedar Street, St. Paul, Minnesota 55101
EDRS PRICE	MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS	*Costs; *Declining Enrollment; Educational Assessment; *Educational Demand; Educational Economics; Educational Planning; *Enrollment Trends; Geographic Regions; Growth Patterns; Higher Education; High School Graduates; Population Trends; *Post Secondary Education; *Regional Planning; State Boards of Education; Statistical Analysis
IDENTIFIERS	*Minnesota; *Southwest State University MN

ABSTRACT

Recommendations for the future of postsecondary education at Southwest State University in Marshall, Minnesota, and for postsecondary education in the entire southwestern region of the state are presented. The year-long study examined the problem of declining enrollment at Southwest State as well as its implications for the entire region. The crucial problem in planning for postsecondary education in southwestern Minnesota is how to deal effectively with a 50 percent decline in high school graduates, effectively use existing resources, and adequately meet regional needs. Included in the report are information on the background of postsecondary education in the region, population projections for the region, characteristics of students from the region enrolling in postsecondary education, descriptions of programs and costs at institutions in the area, views from several advisory groups, and alternative futures for postsecondary education. (Author/LBH)

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SOUTHWEST STUDY

recommendations for the future of Southwest State University and post-secondary education in southwestern Minnesota

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Minnesota Higher Education Coordinating Board

November 1976

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STUDY OF POST-SECONDARY EDUCATION IN SOUTHWESTERN MINNESOTA

MINNESOTA HIGHER EDUCATION COORDINATING BOARD

Suite 400 – Capitol Square Building
550 Cedar Street
St. Paul, Minnesota 55101

NOVEMBER 4, 1976

PREFACE

The study of post-secondary education in southwestern Minnesota has been a challenging and difficult assignment, but one which the Higher Education Coordinating Board feels has been valuable to the state.

Recognizing the importance of the study to both residents of the region and to the entire state, the Board gave high priority to the project during the past year in order to conduct as careful and complete an assessment as possible. The goal of the study was to achieve decisions which will enhance the ability of post-secondary education to meet future needs of the area.

Such a thorough and comprehensive study would not have been possible without the cooperation and participation of many interested people. They ranged from citizens of the region to professional educators located both in Minnesota and outside the state. Members of the Board and its staff wish to acknowledge their contributions and thank all who helped for their time and effort.

The Board wants to express its appreciation to members of the three advisory committees which were established to provide assistance on all aspects of the study. Those who served on the Citizens' Advisory Committee, the Institutional Advisory Committee and the Systems' Advisory Committee (Higher Education Advisory Council members) were most helpful in sharing their background and insights of post-secondary education in the region, in reacting to various drafts of the study, and in offering their ideas on the future. They devoted many hours to assisting in the study and traveled many miles to attend meetings. The efforts of these committee members did not go unnoticed.

Also, the Board is equally appreciative of the participation by many other citizens, officials of post-secondary institutions, legislators, community groups, students and faculty who assisted by providing relevant data, conducting site visits, testifying at meetings and submitting letters and statements expressing their views.

Moreover, the panel of four nationally distinguished educators from outside the state made a valuable contribution to the study. Their advice, based on years of experience and service, provided a significant perspective to the study. The Board thanks them.

Since much of the study focused on the problems of Southwest State University, the Board is especially grateful to both SSU officials and citizens of the Marshall area who generously hosted two board meetings and numerous advisory committee meetings and responded to many requests for data from the Board staff. Likewise, the Board is grateful to Willmar AVTI and Willmar Community College which hosted the June Board meeting.

After almost a year of study, meetings and deliberations, the Board feels strongly that the objective of the study has been accomplished and that the information and recommendations presented will be useful to the state as it plans for the future of post-secondary education.

Although the Board's study is completed, members of the Board and its staff will be available and happy to provide any assistance they can to those involved in making decisions on the future role of Southwest State University and post-secondary education in the region and the state.

STUDY FINDINGS AND RECOMMENDATIONS

At the request of the State University Board, the Higher Education Coordinating Board has conducted a comprehensive study of the current situation and future alternatives for Southwest State University (SSU) and post-secondary education in southwestern Minnesota. After studying the region's current and projected demographic and educational conditions and examining a wide range of alternatives, the Board formed its recommendations. Following is an overview of the enrollment problem and its implications, major findings of the study and the recommendations.

OVERVIEW

Minnesota has made a commitment to providing post-secondary educational services to all its citizens regardless of their geographic location or economic circumstances. As a result, the state has constructed institutions in both metropolitan and rural areas. The establishment of this extensive system of quality educational services did not occur without reason. The citizens of the state, acting through the legislative and executive branches of government, purposefully sought to achieve this goal.

As Minnesota expanded its system of institutions during the 1960's, in response to actual and anticipated enrollment growth and the demand for greater access to post-secondary education, it may have exceeded the minimum need for physical plant in the future. For many reasons, which included a faulty assessment of demographic changes in the school-age population, irresistible political support for local and regional institutions, and a lack of central state planning and coordination, Minnesota is now confronted in some areas of the state with underused educational institutions. The situation will be exacerbated in the future as enrollments decline statewide. The effects of enrollment declines are now being confronted by local school districts. As the present elementary and secondary school-age population moves into post-secondary education in the 1980's, a similar problem will have to be confronted by governing boards and the legislature. It will require many difficult decisions.

In this respect, the difficulties facing Southwest State University may be a prelude to similar future developments in other post-secondary education institutions. In other respects, the severe difficulties of Southwest State are unique. They reflect many factors, including unprecedented enrollment declines, faculty retrenchment, internal disputes, a lack of administrative continuity and wide publicity about its problems. The current environment, however, is not receptive to decisive changes on behalf of Southwest for several reasons. Other institutions in the region are experiencing stable enrollments while some growth is projected for the area vocational-technical institutes. The 19-county region has had peak high school graduate enrollments and is now in a period of decline before the rest of the state. Some collegiate institutions are having temporary enrollment increases that can be handled without the need to divert large numbers of students to other campuses. Programmatically, few options exist for Southwest because the state public and private systems of post-secondary education already offer a full array of programs, which are augmented by reciprocity with Wisconsin and North Dakota and the possibility of a similar agreement with South Dakota. Locating new programs at Southwest would not result in much new enrollment and may be resisted, rightfully, by institutions that already have similar programs and fear their erosion by duplicated services elsewhere that are not needed.

FINDINGS

1. Between 1959 and 1974 annual live births in the 19-county region declined from 8,462 to 4,774, or 44 percent.
2. The number of high school graduates in the 19-county region has peaked and will decline 50 percent by 1990 to approximately 3,434.
3. In the aggregate, enrollments in post-secondary education in the 19-county region are projected to decline over 25 percent by 1993.
4. Recent high school graduates enrolling at the University of Minnesota, the state universities and the community colleges come from families of similar income categories.
5. The community colleges and state universities in Minnesota will serve students with similar academic aptitudes.
6. While there is considerable overlap in the characteristics of students enrolling in collegiate institutions in the 19-county region, the University of Minnesota, Morris enrolls a greater percentage of students with high academic aptitude scores.
7. In 1975, Southwest State University enrolled only 1 in 4 high school graduates from the 19-county region who enrolled in the State University System.
8. Of the high income students in the 19-county region who enrolled in post-secondary education, 3 out of 4 enrolled in institutions outside of southwestern Minnesota. Of the lower income students from the 19-county region, 50 percent of those enrolling in post-secondary education selected schools outside of the region.
9. Students with the highest academic aptitudes tend to enroll in the University of Minnesota or private colleges. Students with low Minnesota Scholastic Aptitude Test scores tend to enroll at area vocational-technical institutes or not to enroll at all. Students with average academic aptitudes tend to enroll at state universities and community colleges which account for the extensive overlap among the collegiate systems.
10. Under no foreseeable circumstances will enrollments at Southwest, with its present mission, surpass 2000 unless a number of other similar institutions serving the region are closed or consolidated. As a result,
    a) The cost per student for instruction and support services at Southwest will be higher than at other state universities,
    b) The physical facilities at Southwest will not be fully utilized, and
    c) There will be space available at Southwest for use by other post-secondary institutions or state agencies.
11. The peak enrollment capacity of Southwest as it is presently configured is 5200 students. The institution is simply too large and will not be fully used unless a large scale regional consolidation of institutions in southwestern Minnesota occurs or a comprehensive program like the University of Minnesota's College of Agriculture is moved to Marshall.
12. The amount of physical space in collegiate institutions in the aggregate, in the 19-county region, now exceeds current need. As enrollments decline, this situation will be further heightened.
13. Retention of enrolled students at Southwest State University is substantially lower than at other state universities and the University of Minnesota, Morris.
14. There is general agreement among students enrolled at Southwest, faculty, staff, administrators and the members of the citizens' advisory group as to the perception of the current situation at the university. All groups feel that the university emphasizes educational outcomes such as academic development and individual personal development to the proper extent, but feel that insufficient emphasis is being placed on goals related to internal procedural factors which result in a feeling of community at the institution.
15. The establishment of tuition reciprocity with South Dakota will make available to residents of southwestern Minnesota many graduate, professional and vocational programs not now available in the region.
16. It cannot be demonstrated that additional programs can be located at Southwest in order to bring enrollments to the capacity of the physical plant.
17. Under any of the alternatives, post-secondary institutions in southwestern Minnesota will experience enrollment declines in the future. But the implication of the decline for any individual institution will vary depending on the alternative.
18. Maintaining the status quo at Southwest is one of the least attractive alternatives.
19. Consolidation alternatives, with the exception of one, result in the greatest cost savings, facilities use and cost-effectiveness.
20. Closing institutions results in some access denial to persons living in or near those communities.
21. Consolidation results in loss of geographical proximity to institutions.
22. The adoption of statewide policies such as tuition subsidies without other modifications will have small enrollment effects on SSU.
23. The greatest opportunity for cost savings results from closing or consolidating institutions.
24. Retrenchment of SSU to the State University System average cost for direct instruction results in major savings.

RECOMMENDATIONS

Through the course of this study, the Board has had the benefit of advice and recommendations from a variety of individuals and groups who view the post-secondary education situation in southwestern Minnesota from a variety of perspectives. That many perceptions of the existing situation and many proposals for change have been advanced is symptomatic of the complexity of the situation. None of the proposals for change is fully satisfactory in terms of both acceptability and feasibility. Proposals which are attractive to those seeking a significant increase in enrollments at Southwest State University are costly or would create unwarranted duplication of the efforts of other institutions or would have negative effects on other institutions of post-secondary education. Those alternatives which would reduce capacity at SSU or elsewhere in southwestern Minnesota tend not to be acceptable to those who seek to maintain existing program offerings in their present locations. The magic solution which would increase enrollments at SSU without creating undesirable duplication, without negatively affecting other aspects of the state's post-secondary education program and without requiring significant new investments simply has not been identified and

probably does not exist. Accordingly, recommendations of the Board must be based on a search for the best, but not perfect, alternative.

Two important lessons for the state should be learned from the Southwest State University experience. The first is that decisions on post-secondary education should be based on adequate planning which recognizes the realities of careful projections for the future. SSU has been described as "a new institution built in the wrong place at the wrong time struggling to establish its identity and mission in the beginning of declining enrollments and population in an area of the state where this decline is the greatest." Whether or not this description is an overstatement, it is apparent that the 19-county region, which has been described as the service area of SSU, does not presently have, or will in the foreseeable future have, sufficient population to justify an institution of the scope which has been envisioned for SSU together with the other institutions which serve the region. The second lesson is that effective governance and administration are essential to the success of an institution of post-secondary education. The following recommendations, concerning the future of Southwest State University and post-secondary education in southwestern Minnesota, are suggested by the Higher Education Coordinating Board.

I. The state must work toward public policy which effectively addresses projected post-secondary education enrollment declines in southwestern Minnesota and elsewhere in the state. The need for additional adjustments in other components of post-secondary education in the state is likely. Preparation for additional possible adjustments should be initiated now in order to avoid crisis decision-making and unanticipated retrenchment. Planning for adjustments to anticipate a changing enrollment situation will require careful monitoring of future developments and full cooperation of institutions, systems and elected officials in seeking the most appropriate means for accommodating anticipated enrollment declines. The Board will provide leadership and initiate additional actions to stimulate formulation of viable plans. To be successful, this must be a cooperative effort involving the support and participation of the appropriate parties.

II. No action should be taken to close or consolidate institutions of post-secondary education. The evidence clearly indicates that every institution of post-secondary education contributes significantly to the quality of life in the area in which it is located. In addition, the proximity of educational opportunities for residents of an area is a benefit which should not be discarded. The Board has studied a variety of alternatives for closing and consolidating institutions in southwestern Minnesota. Thorough analysis of the potential gains and losses of closing institutions did not provide adequate justification for closing or consolidating any institutions in southwestern Minnesota at the present time.

III. The mission and conception of SSU should be modified to make the institution more consistent with present and projected needs in terms of both size and nature of the institution. This recommendation is based on the conclusion that SSU can have a viable future if appropriate conditions prevail. It recognizes that SSU has made and is making important contributions to the region and the state. It has enhanced the quality of life and serves as a major cultural resource for the region. It serves as a center for the arts and intellectual activities; it has stimulated improved attention to needs and problems of the region through community service; it has improved access to quality education for residents of the area, and it has provided an effective means for meeting special needs such as those of handicapped students. However, the previous expectation for a comprehensive institution with an enrollment of 4,000 students is not realistic and should be abandoned.

In order to make the mission of the institution consistent with the current and future needs, Southwest State University should be continued as a regional university with academic baccalaureate and vocational-technical degree programs designed to meet regional needs. This does not imply that any change in mission will create an unusual increase in enrollment.

The Board has considered the alternative of developing a technical university at Marshall and has discarded it at this time for several reasons. Developing a technical university would require a substantial investment. Since many of the programs which might be offered by such an institution are already offered by other institutions in the state, the desirability of duplicating existing efforts at a time when declining enrollments appear to be inevitable is questionable. Furthermore, unless programs are terminated in other institutions the ability of a technical university located at Marshall to compete effectively for students on a statewide basis is uncertain. Accordingly, pursuing the alternative of a technical university to meet statewide needs must be viewed as a venture which could produce desirable results but for which the investment would be substantial and success is not assured.

Continuing SSU as a smaller institution designed to meet regional needs would make no unique contribution to the total program of post-secondary education in the state, but it assures appropriate attention to needs of the region and requires no additional investment. Implementation of this recommendation will require that the State University Board formulate programmatic configurations appropriate to a revised mission in time for consideration by the 1977 Legislature.

In formulating these configurations, the Board urges the State University Board to continue emphasis on meeting the needs of handicapped students and to consider opportunities for building on this service through training programs to prepare personnel for work with handicapped persons. Particular attention also should be devoted to degree programs in agriculture and technical fields, and the Board urges the establishment of a citizens' advisory committee, such as those that AVTIs already use, for those agriculture and technical programs considered. The committee should be charged with responsibility of studying the availability of students for courses, job opportunities for graduates and cost of the program. All systems of higher education should be consulted and be part of the planning for prospective programs. This study is concluded with conflicting views on the desirability of additional emphasis on the field of agriculture at Southwest State University. On the one hand, the Citizens' Advisory Committee makes a strong plea for additional agricultural programs. On the other hand, both the Institutional Advisory Committee and the Higher Education Advisory Committee have advised the Board that evidence of the need for additional programs in agriculture in southwestern Minnesota has not been identified.

IV. Implementation of the revised mission for Southwest State University should begin immediately after legislative action during the 1977 session.

V. Since an institution of the size and type proposed will not require utilization of all of the physical facilities available on the campus at SSU, the State University Board should continue to identify portions of the physical

facilities which can be allocated for use by other agencies and activities. While determination of specific space needs and access cannot be accomplished until after a programmatic configuration is developed, it is apparent that physical space is excessive and that all appropriate means should be pursued to assure that the entire physical plant is utilized as fully as feasible in a way compatible with the needs of the institution. The State University Board might lease some of the space for compatible activities or it might turn some portions of the physical plant over to the Department of Administration for use by appropriate state, regional or local governmental agencies. The State Department of Health and the Department of Transportation already are occupying space on the campus at Southwest State University.

VI. In order to assist in making post-secondary education in southwestern Minnesota responsive to regional needs and to facilitate interinstitutional cooperation and planning in responding to changing conditions, the Board recommends that the cooperation of institutions serving the region should be continued and improved. Attention should be given to areas within the region, such as the Fairmont area, which may suffer from inadequate accessibility to post-secondary education opportunities.

ADDENDUM

While internal operations of an institution are beyond the purview of a coordinating board and were not the focus of the Board's study, some attention must be devoted to conditions necessary for success of SSU. To this end, it should be noted that the success of SSU depends on the following conditions:

A. Sustained continuous leadership of SSU must be achieved and combined with a clearly stated mission and timely effective evaluation of institutional performance.

B. The State University Board must provide clear support for the administration of the University and hold it strictly accountable for the achievement of its goals.

C. Southwest State University, regardless of its mission, should have a strong commitment to regional service. It must be recognized nevertheless that the University serves the entire state as an institution of higher learning. Regional and community expectations should be circumscribed by that fact.

D. Legislative intent with respect to post-secondary institutions having enrollment fluctuations now and in the future must be clear, so that staffing and program changes can be effectively made to meet demographic fluctuations and changing student interests.

E. All components of the institution including administration, faculty, students, members of the community in which the institution is located, must work cooperatively and responsibly toward a shared goal of maintaining a viable and productive institution.

F. In order to facilitate continuing effective relationships between the institution and the larger community which it serves, the Board recommends that the institution establish and utilize a citizens' advisory committee which can monitor the progress of the institution in meeting regional needs, advise the institution on problems which relate to the institution as part of a larger community and assist in improving general citizen and community understanding of the institution, its problems, activities and contributions.

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INTRODUCTION

On November 4, 1975, G. Theodore Mitau, then chancellor of Minnesota State University Board, requested that the Higher Education Coordinating Commission "undertake a comprehensive study of post-secondary education in the southwest region of the state." (Appendix A) The request was made in conjunction with the resignation announcement of Southwest State University President Jay Jones who joined in calling for the study.

Chancellor Mitau pointed out that given enrollment trends and future projections, "it is evident that the present curricular offerings, staffing patterns, and perhaps the very nature of the institution must be re-examined." He added:

> *It is equally apparent that, given the deep philosophical differences which exist within the faculty, it is not realistic to expect such re-examination to occur successfully if it is limited only to internal considerations. Moreover, the future role of Southwest State University – and how its programmatic offerings can be of most service to the general region of the state – is not strictly an institutional question. When Southwest was authorized by the Legislature there were four other post-secondary educational institutions in the region with an enrollment of 1,565. Today, there are, in addition to Southwest, eight post-secondary institutions with an enrollment of 4,184. For the State University System to re-examine the mission and curriculum of Southwest State in isolation would be unrealistic and unproductive. Southwest is but one institution in an area characterized by a declining number of high school graduates.*[1]

Southwest State University (SSU) at Marshall, created by the 1963 Minnesota State Legislature, first enrolled students in the fall of 1967. The institution experienced continuous enrollment increases until 1970 when a fall enrollment of 3,051 full-time equivalent students was reached. Since then Southwest State University enrollment has declined steadily.

The State University Board budget request submitted to the 1975 Legislature asked that SSU be granted "a minimum staffing plan of 141 positions" which provided a larger state appropriation for SSU than would have been provided under usual budgeting policies.[2] Furthermore, the chancellor stated to the governor and legislature that he would support a study of post-secondary education in southwestern Minnesota if enrollment should fall below 1,600. Full-time equivalent on-campus enrollment in 1975-76 at SSU was 1,506.

The chancellor's request was considered formally by the Higher Education Coordinating Commission at its December meeting and accepted.[3] During the month prior to the meeting, a plan providing for a comprehensive study of post-secondary education in the 19-county region of southwestern Minnesota was prepared by the Board's staff. The plan was reviewed by a consultant panel of nationally distinguished educators. They found the plan to be both ambitious and sound, and they indicated confidence that completion of the study according to the plan would provide an adequate basis for future decisions affecting the region.[4]

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[1] Statement by Chancellor G. Theodore Mitau Concerning the Future Role of Southwest State University, November 4, 1975, p. 5.

[2] Minnesota State College System 1975-77 Biennial Budget Request, p. 6.

[3] Minnesota Higher Education Coordinating Commission, Minutes of December 18, 1975 meeting.

[4] Minnesota Higher Education Coordinating Commission, "Proposed Study of Post-Secondary Education in Southwestern Minnesota," December 18, 1975.

THE PROBLEM

The primary reason for the study was the dramatic, steady decline in enrollment at Southwest State University. This decline has implications for post-secondary education in southwestern Minnesota generally and at SSU specifically. The problem of SSU cannot be considered in isolation. Rather, it must be viewed in the context of post-secondary education in the 19-county region. The purpose of the study is not simply determining the future of SSU, but determining the most feasible arrangement for meeting post-secondary education needs in southwestern Minnesota.

The question of why SSU is experiencing steady enrollment declines is an important aspect of the problem. Many legitimate questions have been raised about the role and mission of SSU, the internal conditions at the institution and the large number of other public post-secondary educational institutions located in southwestern Minnesota. While these factors may have been instrumental in signaling the difficulties facing one institution in southwestern Minnesota, they should not be permitted to disguise the primary issue which affects all regional institutions in the future – a 50 percent decline in high school graduates in the 19-county region.

The crucial problem in planning for post-secondary education in southwestern Minnesota is how to deal with a 50 percent decline in high school graduates, effectively use existing resources and adequately meet regional needs. The capacity for delivering post-secondary educational services in the region appears to exceed the demand for those services now and in the future. Effective public educational policy requires that the state develop a plan to deal with the central problem facing all institutions, rather than treat the symptoms of this problem at one institution. Consequently, alternatives developed in the study deal not only with SSU, but also with other post-secondary education institutions in the region.

Alternatives which address the demographic problem must reflect the important inter-relationships among state policies for post-secondary education, the structure and governance of post-secondary education, the management of institutions and the educational programs serving students. While educational policymakers have no direct control over demographic conditions in the region or in the state, they can alter structural, managerial, and programmatic elements of post-secondary education to accommodate changing conditions. This suggests that any alternatives which warrant consideration should address the basic problem of reducing the scope of post-secondary education in the 19-county region in order to achieve congruence between educational services and projected enrollments.

PURPOSE OF THE STUDY

The purpose of the study is (1) to identify and describe the possible future post-secondary education alternatives for southwestern Minnesota, (2) to analyze the implications of the various alternatives with particular attention on the future role of SSU, and (3) to formulate policy recommendations regarding post-secondary education in the region and at SSU.

It was recognized that the study scope could not be arbitrarily limited since in many ways any single development in any location potentially may affect all Minnesota post-secondary education. Yet some focus had to be established in order to conduct the study successfully with limited resources and time. Thus, the primary focus was on Southwest State University and on post-secondary education needs in the 19-county area. Yet since it was recognized that residents of southwestern Minnesota attend institutions located in other parts of the state and that institutions located in southwestern Minnesota draw students from other parts of the state, needs and roles were assessed in a statewide context. Moreover, specific attention was devoted to some institutions outside the 19-county area such as the University of Minnesota, Morris, located 92 miles north of Marshall, and Mankato State University, 110 miles to the east.

STUDY PLAN

Final recommendations were made by the Higher Education Coordinating Board members who managed the study, determined the design, approved the study content and judged the analysis. Completion of the study also was aided by the active participation, cooperation and advice from many other persons interested in SSU and post-secondary education in the region.

The HECB staff conducted the research under the general direction of the executive director. Planning and implementation of the research were conducted by a staff planning committee which included a staff director, the assistant executive directors, assistant to the executive director and a study coordinator who provided liaison among the participants.

Consideration of views and concerns of those with a direct interest in the study outcome was a key element, and three advisory committees were formed. (Appendix B) One consisted of residents of the 19 counties, a second consisted of representatives of the institutions in the region plus Mankato State and the University of Minnesota, Morris. The third advisory group consisted of members of the Higher Education Advisory Council – the president of the University of Minnesota, the chancellor of the State Community College System, the chancellor of the State University System, the commissioner of Education and the executive director of the Private College Council.

Additional advice was obtained from four study consultants from outside the state. Members of the consultant panel were Sidney P. Marland, president of the College Entrance Examination Board and former U.S. Commissioner of Education; Richard R. Bond, president of the University of Northern Colorado; S. V. Martorana, professor of higher education at Pennsylvania State University and former chancellor for community colleges and provost for vocational and technical education, State University of New York; and Merk Hobson, former chancellor of the University of Nebraska system. The three advisory committees and consultant panel provided advice on all phases of the study including the study design, analysis and implications, criteria and alternatives.

In preparing recommendations, the study plan was followed carefully to assure a sound and professional approach. The relevant data on geographic, economic and demographic characteristics were identified, collected and analyzed to determine trends and current conditions, and to develop future projections.

New enrollment projections were made to assess the future post-secondary education clientele. An analysis of educational and vocational choices of residents was made by examining Minnesota Scholastic Aptitude Test data. Goals and needs of area residents were considered in several ways. Public testimony was received at several Higher Education Coordinating Board meetings including three meetings at institutions in the southwestern region. Active participation came from advisory committee members who were helpful in expressing their opinions. Site visits were

conducted by study staff members, and many discussions were held with various officials of institutions in the region and post-secondary systems. Attitudes of residents about SSU were considered through use of the Educational Testing Service Institutional Goals Survey.

A comprehensive profile of educational resources in the region was compiled; it included information on programs, facilities, faculty, budgets, enrollments, cost measures and comparisons. Also examined were relationships among institutions, the status of continuing and adult education and service provided to the area by institutions located outside the region. A thorough review of the post-secondary education experience since 1967 was conducted.

The study staff then turned its attention to two key elements – the criteria and alternatives. First, the criteria for evaluating the alternatives were identified, then a wide range of alternatives were developed and simulated. Finally, recommendations were prepared and presented to members of the Board.

The recommendations are intended to improve the efficiency and effectiveness of post-secondary education in southwestern Minnesota and should be useful to a wide range of individuals and groups – the residents and students of the region, the state post-secondary governing boards and the Higher Education Coordinating Board and the governor and legislature.

The conclusions and recommendations are presented to help guide the governor and legislators in their deliberations on the best solution for the problem in southwestern Minnesota. By studying the analysis, projections and recommendations, it is hoped that these decisionmakers will be better able to make the desired adjustments in order to use the state's post-secondary resources most effectively while assuring maximum opportunities for the region's citizens.

The recommendations will be useful to governing boards in understanding the environment in the region, making adjustments they judge desirable and in improving future planning. Significantly, the recommendations also will provide better understanding for residents of the region, answer questions they have raised, eliminate fears expressed and help provide stability so their goals and objectives for post-secondary education can be attained.

Finally, it is hoped that the experience from this type of study will be valuable in analyzing future problems and serve as a model planning tool in addressing the difficult decisions ahead in post-secondary education.

STATE AND NATIONAL POLICY CONTEXT

The recommendations are proposed in a context which differs greatly from the years when decisions were made to build post-secondary education facilities. It is helpful to review the environment that existed in the 1960's and the drastically changed circumstances that exist now.

The decision to expand post-secondary educational opportunities in southwestern Minnesota came during a period when higher education was experiencing unprecedented growth in both enrollments and financial support. For example, during the decade the number of collegiate institutions increased by more than 500 and enrollment more than doubled, rising from 3.6 million in 1960 to 8 million in 1970. The public institutions which as recently as 1950 had enrolled a little more than half the total number of students attending all collegiate institutions enrolled 76 percent of collegiate students in 1972.[5]

This dramatic enrollment growth reflected several converging factors such as demographic changes resulting in more potential students, knowledge explosion and technological advances, influence of veterans, new personnel needs, and increased emphasis on the value of advanced education.

Higher education became a top priority in the period of prosperity; it was able to compete successfully with other public services for both public and private assistance. Federal money and policy were important factors behind the higher education expansion as a major commitment was made to universal access or equality of educational opportunity. With Sputnik as a point of departure, large amounts of federal aid were provided during the 1950's and 1960's for development programs, specialized training, facilities, fellowships and scholarships.

By 1970, federal aid to post-secondary education had risen to $6 billion channeled through more than 300 programs administered by a dozen different departments and agencies.[6]

In response to the heightened demand for higher education in the late 1950's, states acted with large increases in spending for classrooms, facilities and equipment. State appropriations for the collegiate sector increased by 295 percent between 1962 and 1971; in this period the share of state general revenues devoted to post-secondary education increased from 11 to 15 percent.[7] An indication of the financial explosion was the fact that four times as many dollars were spent in the United States for current operations in higher education in 1972-73 ($30.2 billion) as were spent 10 years earlier ($7.7 billion).[8]

But by the end of the 1960's both enrollments and financial support began to level off. Serious financial problems began to emerge due to such internal and external factors as enrollment changes, growth in programs, ineffective management and administration, inflation, effects of campus unrest, recession, changes in national priorities and shifting public attitudes. In many cases, costs rose without increased income. Reallocation and retrenchment became necessary. Public confidence in the nation's institutions including those of higher education eroded; increased demands for accountability surfaced and competition from other services increased.

As a result of these changes, higher education after two decades of growth finds itself in an era of uncertainty. For example, total enrollment of students from the traditional college age group is expected to increase during the 1970's but at a rate reduced from that of the 1960's. Throughout the 1980's enrollment is projected to decline. Yet the situation is complicated by changes in the student mix, shifts among sectors of post-secondary education, such as current popularity in vocational preparation, and the availability of off-campus offerings for persons of all ages. Moreover, future levels of financial assistance are uncertain. Federal support, for instance, is in a period of gradual withdrawal with states expected to assume more responsibility. But it is uncertain how well states will be able to maintain their high level of support; they are not expected to increase significantly the share of their resources devoted to post-secondary education. All this comes when society is expected to continue to make heavy demands on colleges to help resolve social, economic and technical problems.

[5]The National Commission on the Financing of Post-Secondary Education, *Financing Post-Secondary Education in the United States*, December 1973, p. 14.

[6]Ibid, p. 3.

[7]Lyman A. Glenny and James R. Kidder, "Trends in State Funding in Higher Education: A Preliminary Report," Education Commission of the States Report No. 53 (January 1973), p. 14.

[8]D. Kent Halstead, *Statewide Planning in Higher Education*, 1974, p. 520.

During the past two decades many of the trends occurring nationally in post-secondary education also were exhibited in Minnesota. In the face of increased demands for post-secondary education the state responded generously, establishing a rich variety of state community colleges and area vocational-technical institutes, continuing the expansion of the University of Minnesota, broadening the mission of the state colleges and committing itself to the health of the private colleges.

Developments in southwestern Minnesota were typical of the period. In addition to the establishment of Southwest State University, four area vocational-technical institutes – Canby, Granite Falls, Jackson, Pipestone – were established in the region almost simultaneously. The opening of these institutions followed the initial offering of courses at the University of Minnesota, Morris in the fall of 1960 and the establishment of a comprehensive community college at Willmar including both a junior college and AVTI in 1961.

STATEWIDE POLICY IMPLICATIONS

Now, Minnesota – and southwestern Minnesota in particular – faces many of the same difficult problems emerging elsewhere although the state has not suffered the distressing financial problems encountered by many states. Nevertheless, in post-secondary education the state finds itself attempting to deal effectively with such issues as changing enrollment patterns, excess physical capacity in some areas, rising costs and competing demands for limited financial resources.

In the light of these conditions, the solution to the southwest problem has important statewide policy implications; although one region is involved primarily, major state policy questions underlie the recommendations. The problem in southwestern Minnesota may well be a warning signal for future problems in other areas. For the first time in post-secondary education, the state faces the challenge of making major policy decisions in a nongrowth climate; it must seriously consider such alternatives as consolidation, retrenchment and reorganization. Other new approaches may be appropriate, too.

Much of the expansion occurred when state planning for post-secondary education was in its infancy. The current situation underscores the critical need for strong planning and coordination in post-secondary education in order to meet individual and regional needs, provide access and quality services at reasonable cost. It is possible that no single solution will satisfy all those with an interest in post-secondary education in the southwestern region. The problem is that complex. But it is hopeful that the recommendations will be useful to decisionmakers challanged by the current and future problems.

CHAPTER I: OBJECTIVES FOR POST-SECONDARY EDUCATION IN MINNESOTA

The Board's primary goal is to provide equality of access to post-secondary education regardless of the financial and geographic circumstances of those to be served. This goal is realized by the establishment and maintenance of a widespread network of 64 public institutions throughout Minnesota that operate a comprehensive array of instructional, research and community service programs. This system of public institutions is complemented by state assistance to private colleges, a diversified and growing student financial aid program, and tuition reciprocity with North Dakota and Wisconsin. As a result, access and freedom of choice are a reality for most Minnesotans seeking post-secondary education.

In considering the future of post-secondary education in southwestern Minnesota and the relationship of that plan to the Board's goal, practical considerations and constraints must be recognized. Clearly, the achievement of equal access to post-secondary education does not imply that every four-year collegiate institution will offer doctoral degrees, or that every community college should offer a comprehensive array of vocational and occupational programs. The Board recognizes that excessive costs cannot be justified and that unnecessary duplication of services jeopardizes the quality of education.

In developing criteria to evaluate alternative futures in the 19-county region, the Board has identified several objectives which are aimed at maintaining access and freedom of choice for students, and which address the long-term enrollment decline facing the area. These objectives form the basis for criteria to evaluate alternatives. The objectives are:

1. **Access to Post-Secondary Education**

   To maximize opportunity for attendance in post-secondary education for all Minnesota residents.

   All residents of Minnesota who can benefit from post-secondary education should have the opportunity to enroll in some type of institution. Arbitrary barriers such as income, geographical location and prior educational success should be limited to the extent possible. Successful completion of a high quality program relevant to student needs should be the definition of access and freedom of choice in post-secondary education, not merely enrollment in an institution.

2. **Use of Facilities**

   To use existing space as fully and efficiently as possible.

   Existing facilities should be used as fully and efficiently as possible. As enrollments decline in all education sectors this goal will be difficult to achieve. Already, many institutions in Minnesota are underused, while others are full and faced with the temporary need to find additional space. Efforts should be made to locate programs and provide incentives for students so as to utilize already existing available space. Requests for new space should be carefully reviewed with regard to how existing facilities can be substituted for additional building needs.

3. **Faculty Productivity**

   To use faculty and staff resources as productively and completely as possible.

   The period ahead is one of opportunity and challenge for faculty and staff within institutions. The combination of anticipated demographic changes will test their resourcefulness and dedication. Those who succeed will probably spend substantial time updating and redesigning existing courses, working with colleagues in related fields to develop or refine interdisciplinary offerings,

broadening their fields of expertise, and helping to generate additional enrollees among those who could genuinely benefit from such service. For those unprepared for the rigors of this process, the period ahead will be bitterly disappointing, for the many publics of these institutions should expect nothing short of a renewed effort to make most effective use of those human resources available to meet the needs of Minnesota residents.

4. Maintenance of Quality

To maintain the vitality and quality of educational programs.

As enrollments decline, funding for post-secondary education will decrease because of the state's enrollment driven budgeting system. Faculty and support staff must be reduced on a systematic basis as student credit hours decrease under the current appropriations system. A large number of institutions will be faced with the need for ongoing, substantial retrenchment of staff and programs in the 1980's. The reduction of faculty and programs will be particularly damaging to the quality and vitality of programs in small institutions. The breadth and depth of curricula and programs will be severely curtailed as faculty that by necessity teach a variety of subjects in small institutions are dropped. The impact of retrenchment will be most profound on younger faculty members due to the seniority rights provided long-term staff under existing personnel contracts. This phenomenon is already occurring in local school districts as a response to declining enrollments. The impact of this development will be extensive in post-secondary education. The quality and vitality of instruction will be impaired and the state's long-standing investment in post-secondary education will be diminished unless appropriate policy decisions are made to protect the system to the fullest extent possible. In certain, sparsely populated regions of Minnesota this may require consolidation of small institutions or cooperative planning and delivery.

5. Management Efficiency and Effectiveness

To provide educational services in the most efficient, cost-effective manner possible in order to maximize the investment of the state's limited resources in post-secondary education.

The state has limited resources to support post-secondary education. In the 1975-77 biennium, state appropriations for the public systems of higher education totaled $615,000,000. Since 1967, the higher education price index has risen from 100 to 177.2. During the same period, state support on a per student basis has increased in constant dollars from $811 to $1,128, or 28 percent. This is a significant achievement at a time when support for education was severely reduced in other states. However, as the age distribution of the population changes, the state will be confronted with the need to provide more and different public services. Post-secondary education will be in a less advantageous position to compete for state appropriations. If enrollment declines meet projected levels, per student costs will increase and relative faculty productivity may decline. Already, substantial shifts of faculty to tenured and senior ranks have occurred. The implications of this cost squeeze are clear; the management and delivery of educational services will have to occur at a high level of efficiency. Governing boards, administrators and faculty in each system should make every effort to operate in a cost-effective manner.

6. Elimination of Duplication

To minimize unnecessary duplication of high cost programs.

The provision of high quality instruction requires that limited resources be expended judiciously. Expensive programs must be limited to the number that are absolutely necessary to meet economically related manpower requirements or other demonstrated needs. Resources spent unnecessarily to duplicate existing programs cannot be used to meet other real educational needs. While competition in education is beneficial under controlled circumstances, unwarranted duplication of high cost programs is a poor use of public funds and will ultimately erode the quality of already existing programs.

7. Responsiveness of Decision-Making Structures

To promote governance structures and administrative arrangements in post-secondary education which are responsive to current and future needs.

Minnesota has a mixed set of governance structures which are derived from a historical series of events and decisions. The main benefits gained from the maintenance of four public statewide governing boards are the participation of a substantial number of lay board members in key decisions and the dispersion of fiscal and political factors throughout the state. The benefits of this approach should constantly be weighed against its costs and other governance forms tested against it. In particular, the combined management of two or more institutions within geographic proximity might be considered as a possibility if many of the existing institutions experience substantially reduced full-time enrollments. The overriding objective should be to maintain governance structures and administrative arrangements which promote and facilitate the attainment of public policy objectives for post-secondary education and continuous improvement in instructional service to the residents of the state.

8. Coordination of State Policies

To maintain the integrity of state policy for general social and economic development.

New policies in post-secondary education should be consistent with and reinforce policies in other areas of state governmental responsibility to advance the general welfare of the citizens of Minnesota.

These objectives were developed after a careful review of the Board's philosophy of post-secondary education and its recommendations to the legislature for statewide policy in recent years. The objectives for post-secondary education form the basis for the evaluation of alternative futures for southwestern Minnesota. They are structured to measure the degree to which each alternative affects the achievement of the Board's goals for post-secondary education in light of enrollment declines in the 19-county region. The Board understands and accepts the fact that some of the objectives are in conflict and will limit each other. In reality, an effort must be made to achieve an optimum balance among the objectives rather than complete achievement of one at the expense of others.

CHAPTER II: BACKGROUND OF POST-SECONDARY EDUCATION IN SOUTHWESTERN MINNESOTA

PROFILE OF THE 19-COUNTY REGION

The 19-county region of southwestern Minnesota is neither a natural geographic region nor an existing political subdivision of the state. The region has no natural focus of activity by any economic, social or educational measures; nor are the transportation links between regional communities likely to support increased interaction. There is only one interstate highway in the region, I90, which runs along the southern border connecting Rochester, Minnesota, with Sioux Falls, South Dakota. In fact, some of the larger regional communities are closer and more directly linked to other state universities, Fairmont and New Ulm to Mankato State University and Willmar to St. Cloud State University. Within the area are all the counties of the Governor's Regional Development and Planning Region #8 and portions of #6E, #6W and #9 (Figure 1). The designation of the 19-county region occurs most prominently in the documentation proposing the establishment of a new institution in southwestern Minnesota, and the only official status of the 19-county area is that which is attached to the service area and activities of Southwest State University.

The southwestern part of the state is a segment of the nation's basic agricultural production industry. Corn and soybean production have been predominant crops and sugar beets have shown recent increases. There are also a number of light industries located in the area. The current economic profile of the region is not likely to change significantly in the foreseeable future.

The population of the 19-county area is dispersed widely among many small farm service communities and some cities. By 1900 these counties had a total population of 276,429, 15.8 percent of the state total. Despite growth since then to 332,496 in 1970, the region has declined in its share of the state population to 8.7 percent in 1970. Sixteen of the 19 counties have experienced population declines since 1940; six of these have fewer inhabitants than they had in 1900. The decline in population from 1960 to 1970 may be attributed in large measure to net out-migration in the 20-24, 25-29 and 30-34 age groups. Of the growth counties in the state from 1970-1973, none was in the 19-county area.

The highlights of the most recent population projections issued by the Office of State Demographer by planning region follow.[1]

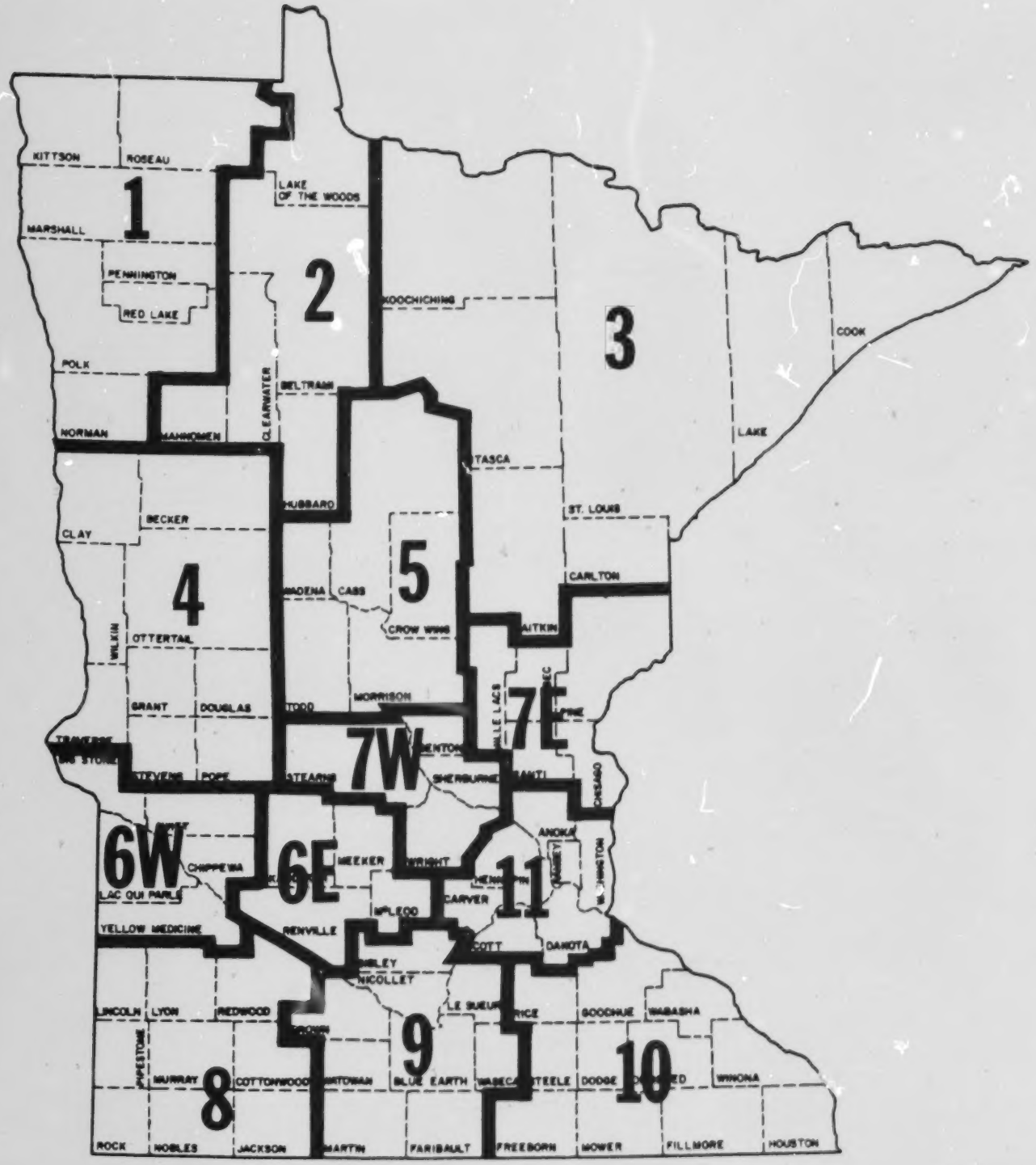
Region 6E
(including Kandiyohi, Meeker, Renville counties)

- Total population is projected to increase by 21.1 percent from 1970 to 2000, from 98,200 to 118,900.
- Region 6E, which was 2.58 percent of Minnesota's population in 1970, will be 2.55 percent in 2000.
- Retired population (65 years of age and over) will increase from 13,700 in 1970 to 16,300 in 1990 and then decline to 15,300 in 2000. The proportion of persons 65 years and over will increase from 13.9 percent in 1970 to 14.9 percent in 1980 and 1985 and then decline to 12.9 percent in 2000.
- McLeod County will increase its share of the region's population (from 28.2 to 35.6 percent), while the other counties – Kandiyohi, Meeker and Renville – will have smaller shares.

[1] Office of the State Demographer, *Minnesota Population Projections 1970-2000*, State Planning Agency (St. Paul), 1975.

FIGURE 1

MINNESOTA PLANNING REGIONS



Region 6W
(including Chippewa, Lac qui Parle, Swift, Yellow Medicine counties)

- Total population is projected to decline 8.2 percent from 1970 to 2000, from 61,800 to 56,700.
- Region 6W, which was 1.62 percent of Minnesota's population in 1970, will be 1.22 percent in 2000.
- Retired population (65 years of age and over) will increase from 9,800 in 1970 to 10,800 in 1985 and 1990 and then decline to 9,700 in 2000. The proportion of persons 65 years and over will increase from 15.8 percent in 1970 to 18.0 percent in 1990 and then decline to 17.4 percent in 2000.
- Region 6W counties will continue to share the population in about the same proportion, with Chippewa County having about 25 percent of the total.
- The number of households is projected to increase from 19,800 in 1970 to 22,400 in 1990, and then decline to 20,800 in 2000. Persons per household will decline steadily from 3.07 in 1970 to 2.63 in 1990 and then rise to 2.69 in 2000.

Region 8
(including Cottonwood, Jackson, Lincoln, Lyon, Murray, Nobles, Pipestone, Redwood, Rock counties)

- Total population is projected to increase slightly (from 141,500 in 1970 to 143,600 in 1990) and then decline to 139,000 in 2000 for a −1.8 percent change for the 30 years.
- Region 8, which was 3.72 percent of Minnesota's population in 1970, will be 2.99 percent in 2000.
- Retired population (65 years of age and over) will increase from 19,400 in 1970 to 22,700 in 1990 and then decline to 21,400 in 2000. The proportion of persons 65 years and over will increase from 13.7 percent in 1970 to 15.8 percent in 1990 and then decline to 15.4 percent in 2000.
- Lyon County will increase its share of the region's population from 17.2 to 21.4 percent while Nobles and Rock will remain steady. The other counties will have slightly smaller shares.
- The number of households is projected to increase from 43,400 in 1970 to 52,800 in 1990, then decline to 51,300 in 2000. Persons per household will decline from 3.18 in 1970 to 2.66 in 1990 and then level off.

Region 9
(including Brown, Martin, and Watonwan counties)

- Total population is projected to increase 11.6 percent from 1970 to 2000, from 218,000 to 243,400.
- Region 9, which was 5.73 percent of Minnesota's population in 1970, will be 5.23 percent in 2000.
- Retired population (65 years of age and over) will increase from 27,600 in 1970 to 31,300 in 1990, and then decline to 30,100 in 2000. The proportion of persons 65 years and over will increase from 12.6 percent in 1970 to 13.3 percent in 1980, and then decline to 12.4 percent in 2000.
- Brown County will maintain its share of the region's population, while Martin and Watonwan counties will have smaller shares.

HISTORICAL OVERVIEW OF POST-SECONDARY EDUCATION IN SOUTHWESTERN MINNESOTA

Residents of southwestern Minnesota long have been committed to providing quality educational opportunities. Over the years several studies pointed to the lack of higher education facilities in the area and the need for them. Prior to the 1960's, however, opportunities in the region were limited; Worthington Community College was the only public collegiate institution open.

During the 1960's, a period of expansion in American higher education, the situation in southwestern Minnesota changed dramatically. By the end of the decade, residents could choose from a new community college at Willmar (in addition to Worthington), a new state college at Marshall, five new area vocational-technical institutes, and a private college. The public post-secondary institutions in the 19-county region are shown in Figure 2. In a neighboring county, the University of Minnesota had established a four-year coordinate campus at Morris; collegiate opportunities also were available at Mankato State College and St. Cloud State College. And many area residents could attend institutions in South Dakota which had a long history of service to Minnesotans.

Following is an overview of the post-secondary institutions in the region. A more detailed section on the history and development of Southwest State University follows.

Worthington Community College

Worthington Community College is the oldest public post-secondary institution in the 19-county region. It was established in 1936 by the local public school district. On July 1, 1964, upon request of the local school district board, the newly created (1963) State Junior College Board accepted Worthington into the state system.

The college's 66-acre campus is located on the north side of Lake Okabena and the west edge of Worthington, a city of 10,000 persons. Campus facilities include the main classroom building, completed in 1966; the fine arts building, completed in 1971; the gymnasium, constructed in 1969; the agriculture building, completed in 1975; and outdoor recreation areas and auxiliary facilities. Peak enrollment was 741 full-time equivalent students in 1970; 462 full-time equivalent students enrolled in fall 1975.

Worthington Community College attempts to serve students by fulfilling the following objectives: providing two-year transfer programs, two-year occupational education programs, intellectual and cultural enrichment programs, and opportunities for adults. Also, it seeks to provide facilities, programs, activities, conferences and other services for students such as a comprehensive advisory program.[2] The college's five broad program areas are continuing education, general education, liberal arts education, occupational education and pre-professional education. The college grants an Associate of Arts degree, certificates for completing vocational curricula and certificates of completion.

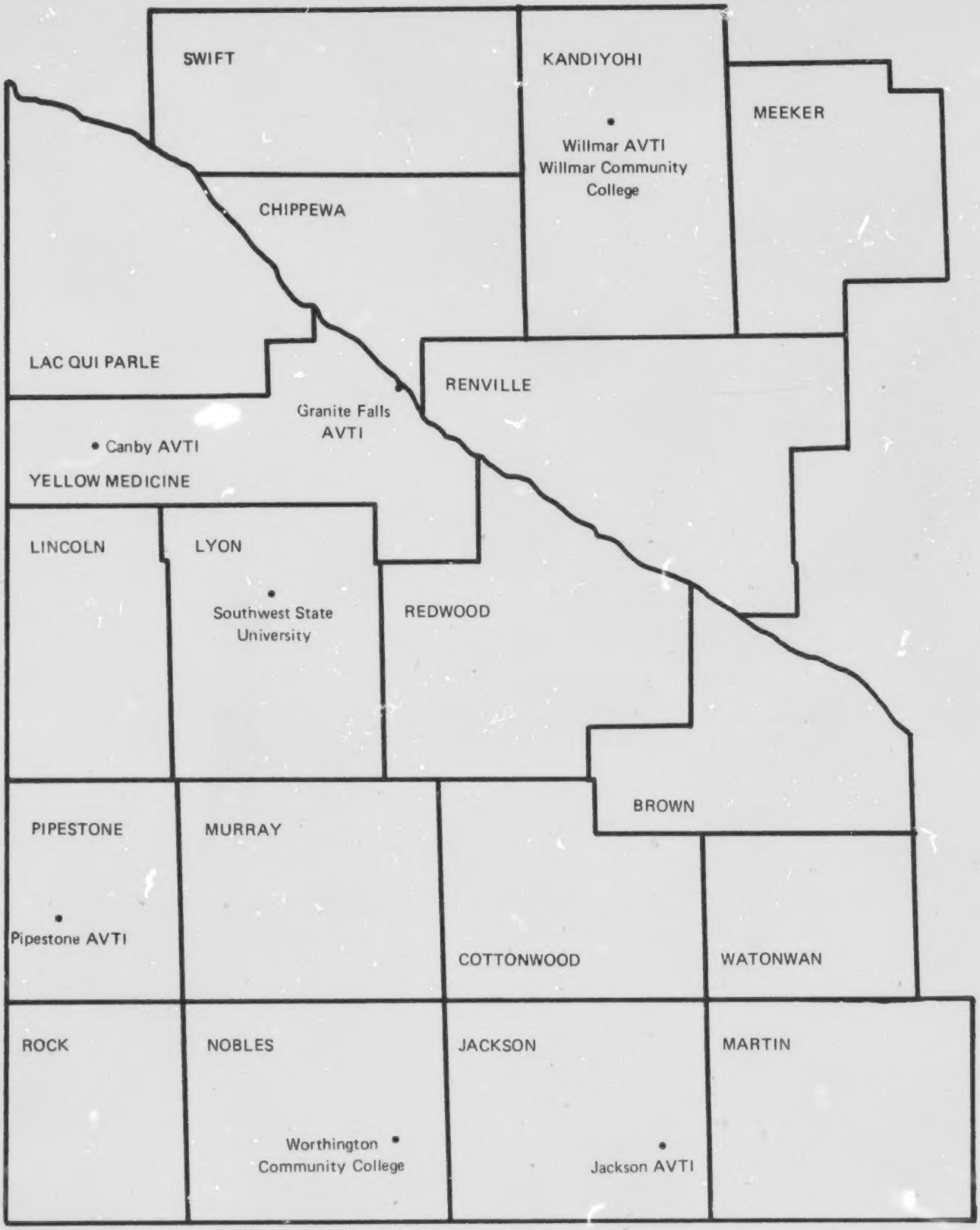
Willmar Community College

A second community college was established in the region in 1961 as part of the Willmar public school system. In March 1961 district residents voted to authorize a

[2] *Worthington Community College 1974-76 Information and Courses of Study.*

FIGURE 2

LOCATION OF PUBLIC POST-SECONDARY INSTITUTIONS IN SOUTHWESTERN MINNESOTA



comprehensive community college which would include a legally organized junior college and an area vocational-technical institute. It was considered the first institution of its kind in Minnesota – a comprehensive school offering vocational-technical programs as well as college transfer programs, extended day courses and extension courses from four-year institutions.

In September 1961 the vocational-technical division opened with 87 students enrolled in seven programs. College transfer programs for freshmen began in fall 1962 along with the technical curriculum in drafting and design technology. Courses for college transfer sophomores and the one-year vocational curriculum in agricultural science were added in fall 1963.

The Willmar School Board in 1964 asked the State Junior College Board to include the college transfer division in the state system. Starting with the 1965 school year, a commitment was made to separate programs and differing philosophies by the two institutions although they share the same campus. The vocational-technical division remains under the control of the Willmar School District and operates as an area vocational-technical institute.

Willmar is the largest city in a 60-mile radius and has a population of almost 15,000. The community college campus is located on the north side of Foot Lake overlooking the city.

The first phase of the new campus building program, which includes an administrative building, library, and science classroom building, has been occupied since 1970. The second phase of the building program was completed and occupied in 1972. The campus center construction began in 1974 and has been completed. Full-time equivalent enrollment for fall 1975 was 736, the highest total since 1970.

Willmar Community College provides opportunities in college transfer and pre-professional programs, general education and technical curricula and various adult programs for citizens of the area. The Associate in Arts, the Associate in Science and the Associate in Applied Arts degrees are offered.

The guiding tenet of the college is "the belief in the importance of providing each student an equal opportunity to develop his capacity to gain knowledge, skills, and appreciation; to better understand himself; to reach toward more mature goals; to think creatively and to become a more responsible member of his community."[3]

Area Vocational-Technical Institutes

Five of Minnesota's 33 area vocational-technical institutes are located in southwestern Minnesota. The state AVTI network provides post-secondary and adult education in trades, industrial and technical occupations, distributive occupations, health occupations, office training, agriculture and home economics education. The State Board for Vocational Education is responsible for the development of vocational, technical and industrial education. It prepares standards and plans for each major field of vocational education, assists in planning instructional materials and determines federal and state aid to local school districts. Administrative and operations control of the AVTIs, however, is retained by the local school district.

As part of the state system, the AVTIs in southwestern Minnesota share many goals and objectives; to provide opportunities for all citizens not interested in obtaining a baccalaureate degree, to provide vocational job-entry level training in various fields, to provide training programs that are timely with regard to occupational trends and changing societal needs. They offer programs that are developed, conducted and evaluated in consultation with persons in industry. Efforts are coordinated with employees' advisory committees, staff and manpower agencies. The institutions are involved in community service, continuing education, adult education and in providing cultural activities.

Willmar Area Vocational-Technical Institute

Willmar is the oldest of the region's AVTIs. It was created in 1961 along with the community college but now operates independently. In 1965, 1967, 1969 and 1971 bond issues were passed allowing for continued growth of facilities, programs and enrollment. The total value of the permanent facilities exceeds $5 million; total valuation, including equipment, exceeds $7 million. Enrollment has grown from 680 full-time equivalent students in 1969 to 1,300 full-time equivalent students in 1975.

The curriculum emphasis is on regular day instruction, special needs curriculum and adult and continuing education. Regular day curriculum is designed to provide regular job related training to post high school persons desiring to learn a vocation. The institute offers programs for adults who are unemployed, underemployed or who have been unable to continue their education and training through day classes. The special needs department seeks to establish programs and aid handicapped and disadvantaged persons become vocationally trained.

Canby Area Vocational-Technical Institute

The Canby Area Vocational-Technical Institute was approved by the State Board of Education on July 11, 1962. Classes began in rented facilities in May 1965. The first class of 114 regular vocational-technical students started in new (20,000 square foot) facilities in August 1965. A 20,000 square foot addition was completed in 1970. Fall 1975 enrollment was 368 full-time equivalent students.

The AVTI is locally controlled through Canby School District 891. The campus is located west of Canby, a town of about 2,100, on Highway 68. Besides the main brick building of approximately 40,000 square feet, there are steel construction buildings for truck mechanics (12,800 square feet), auto mechanics (11,200 square feet) and agriculture (12,600 square feet).

Purpose of the institute is "to educate each individual student to his fullest potential skill so that he or she is employable and promotable with business or industry." One of the major concerns in the AVTI's development was to give Canby area youths and adults ready, convenient access to vocational-technical programs. Major goal of the institute, according to its mission statement, is "to serve to the best of its ability the persons residing in Southwestern Minnesota by providing quality vocational-technical education."

Jackson Area Vocational-Technical Institute

The Jackson Area Vocational-Technical Institute was authorized on July 9, 1963 to provide vocational-technical education for individuals in south central and southwestern Minnesota. It began operation in September 1963 in the basement of Jackson High School

In January 1964 the institute was moved into a new 23,000 square foot building. This building served the administration and the instructional programs in appliance and refrigeration, auto mechanics, auto body and business and office education. In 1966 an addition was completed which doubled the size of the campus and added new programs in carpentry, construction electrician, lineman electrician, architectural drafting and agriculture. A new 57,000

[3]*Willmar Community College Catalog, 1974-76.*

square foot building was completed in 1975, bringing the total footage to about 107,000 square feet. The institute offers 27 instructional programs. Jackson AVTI achieved a peak enrollment of 590 full-time equivalent students in fall 1975. In addition, the adult curriculum serves 5,000 persons annually. Population of Jackson is 3,500.

The primary mission of the AVTI, according to its director, "is to provide quality vocational-technical education to serve the needs of students and industry resulting in gainful employment and progressive community citizenship."

Granite Falls Area Vocational-Technical Institute

Granite Falls AVTI was authorized by the State Board of Education on August 17, 1963, and it opened September 7, 1965. The campus, consisting of three buildings connected by corridor links, is located on a 15-acre site; it is on the west edge of Granite Falls, a town of approximately 3,200.

Construction of the original campus building occurred in 1965, at a cost of $475,000. The next year a 17,000 square foot addition was constructed at a cost of $200,000. In 1973 a student services building (17,780 square feet) was constructed at a cost of $600,000. And in 1976 a 21,000 square foot educational facilities addition was constructed at a cost of $676,000. Enrollment in fall 1975 was 315 full-time equivalent students, the largest number since 1969.

Purpose of the institute, according to its director, is to provide vocational-technical educational opportunities to youth and adults in the west central area of Minnesota surrounding Granite Falls.

Pipestone Area Vocational-Technical Institute

Pipestone Area Vocational-Technical Institute was approved by the State Board for Vocational Education in 1966, and the first classes began in September 1967. The campus is located on 20 acres with one main building and a student center. Because of space shortages, two temporary buildings and an off-campus rented building are being used. Enrollment in fall 1975 was 441 full-time equivalent students compared to 276 in 1969. The population of Pipestone is about 5,000.

Mission of the AVTI, according to its director, is "to train young people and adults for specific jobs within the trade clusters of finance, food, auto, construction and the clothing industry to the point where each student is employable as well as promotable."

University of Minnesota, Morris

The University of Minnesota, Morris was created by the University Board of Regents in October 1959. It is a four-year liberal arts college adjacent to Morris (population 5,500) in Stevens County on the site of the former Agricultural Secondary School and Research Station. The first instruction was offered in fall 1960, and the first baccalaureate degrees were granted in 1964. Enrollment was 1,706 full-time equivalent students in fall 1975. The Board of Regents recently confirmed the traditional liberal arts mission of Morris:

> *The University of Minnesota, Morris was founded in the belief that a non-metropolitan alternative for liberal arts students would be provided within the University of Minnesota system. That focus remains unchanged. As such UMM draws from a diverse faculty and student body to study the liberal arts and sciences and, for some, to earn certificates to teach in elementary and secondary schools.*
>
> *These primary commitments are reaffirmed. The University will attempt to provide additional faculty resources necessary to bring the Morris programs to the earlier planned levels of student-teacher ratios that were deemed essential for high quality undergraduate liberal arts instruction.*[4]

Mankato State University

Mankato State University was authorized in 1858 as the second state normal school; the first instruction was provided in 1868. In 1946 the Bachelor of Arts degree was authorized and in 1953 the Master's in Teacher Education was authorized. Masters' degrees in liberal arts were authorized in 1963, and six-year programs were authorized in 1967.

The Mankato State University campus occupies 430 acres, 30 acres in the Valley campus and 400 on the Highland campus. The Highland campus opened in 1959. Buildings and development costing over $51 million are in service. Enrollment in fall 1975 was 8,176 full-time equivalent students.

The university serves traditional undergraduate and graduate students and provides opportunities for continuing education to individuals and groups beyond the campus. Resident graduate centers are operated at several sites. Courses taken at resident centers offer resident credit as if the courses were taken on the main campus.

Mankato has evolved from an emphasis on teacher preparation to a comprehensive institution offering a wide range of programs. The university offers undergraduate programs leading to the Bachelor of Arts, Bachelor of Fine Arts, Bachelor of Music or the Bachelor of Science degree; Associate Arts and Associate of Science degrees are also offered as well as shorter programs of a terminal or preprofessional nature. Graduate study may lead to a Master of Arts, a Master of Music, a Master of Science or a Master of Arts in Teaching degree, a Master of Business Administration, or to a fifth year program. A Specialist degree also is available.

Dr. Martin Luther College

One private college — Dr. Martin Luther College — is located in the 19-county region. Now owned and operated by the Wisconsin Evangelical Lutheran Synod, it was founded by the Evangelical Lutheran Synod of Minnesota in 1883. The college, located in New Ulm, is a four-year teacher education institution. The purpose of the college is to serve the church by educating men and women for the teaching ministry. The college had an enrollment of 729 full-time equivalent students in fall 1975.

Key Dates in Southwestern Minnesota Post-Secondary Education

1858 — State normal school authorized at Mankato

1868 — First instruction offered at Mankato

1884 — Dr. Martin Luther College dedicated

1936 — Worthington Community College established

1959 — University of Minnesota, Morris created by Board of Regents

1960 — First instruction offered at Morris

1961 — Comprehensive community college authorized in Willmar; Vocational-Technical division opened

1962 — College transfer programs for freshmen offered at Willmar Community College

[4] A Mission and Policy Statement for the University of Minnesota, adopted by the Board of Regents, July 11, 1975.

1962 – Canby AVTI authorized by State Board of Education

1963 – Jackson AVTI authorized, began operation

1963 – Granite Falls AVTI authorized by State Board of Education

1963 – Establishment of technical and two-year liberal arts college in southwestern Minnesota authorized by legislature

1964 – Willmar School Board asked State Junior College Board to include college transfer division in state system

1965 – Canby AVTI opened

1965 – Granite Falls AVTI opened

1966 – Pipestone AVTI approved by State Board of Education

1967 – First classes began at Pipestone AVTI

1967 – Southwest State University opened

SOUTHWEST STATE UNIVERSITY

The Minnesota Legislature in 1959 directed the Legislative Research Committee to study the establishment of a four-year state college centrally located in the western and southwestern section of the state.[5]

Although Worthington Community College was the only existing public post-secondary educational institution in the region, large increases in eligible college youth were anticipated in the next decade. It was estimated that between 1959 and 1970 the total college-age population in Minnesota would increase from 184,731 to 284,267, a gain of 99,536. The 19 southwestern counties had 22,038 potential college students in 1959, and approximately 30,681 were expected from the area in 1970.[6]

Two new developments in 1960 affected the scope of the study. The University of Minnesota began offering first-year college courses at Morris in fall 1960 with the possibility that a four-year college would be created. Also, a new junior college in Fergus Falls, about 50 miles north of Morris, began offering college courses. Due to these two developments, the Legislative Research Committee's State College Subcommittee decided that the primary area to be considered in its study should be 19 counties in southwestern Minnesota: Brown, Chippewa, Cottonwood, Jackson, Kandiyohi, Lac qui Parle, Lincoln, Lyon, Martin, Meeker, Murray, Nobles, Pipestone, Redwood, Renville, Rock, Swift, Watonwan and Yellow Medicine.

The study analyzed such considerations as the role of the state colleges and the need for teacher education, population trends in the region, the initial experience with the Morris "experiment," enrollment trends and projections and the physical plant investment required for a new state college.

Enrollments would grow in the next decade and physical plant expansion would be necessary, the study said. In 1970, Minnesota was expected to have an estimated 99,086 students in college, or 59,859 more than in 1960. If college enrollments in the area were to correspond to the statewide rate used in projecting enrollments in Minnesota, there would be 7,391 students in 1960 and 11,042 in 1970 from the area.[7]

The study concluded that if support for a new institution could be measured by community interest alone, then southwestern Minnesota would provide the enrollments, civic encouragement and support necessary.[8]

Nine communities made presentations to the subcommittee – Granite Falls, Marshall, Montevideo, Pipestone, Redwood Falls, Slayton, Tracy, Willmar and Worthington. Several offered to donate land and funds.

In assessing the early results at Morris, the study found that based on one year's experience "this area of the state responds favorably to greater educational opportunities; and if other factors warrant a new state college in southwestern Minnesota, similar support should be forthcoming in this part of the state."[9]

Two final recommendations were made:

We recommend to the Legislative Research Committee that we have studied the potential student enrollment and recommend the establishment of a state four-year college in southwestern Minnesota.

We recommend that Morris become a four-year college, and that the Legislature give consideration to its establishment as a state college.[10]

Legislature Authorizes New College

The legislature considered the recommendations for a new college. According to Rod Searle, state representative from Waseca, there was a desperate need for post-secondary education in the region. Searle was chairman of the House of Representatives committee which originated the authorizing legislation for Southwest State and is the only member of the committee still serving on the Appropriations Committee of the House. He points out that in 1963 there were 5,285 seniors graduating from high school in the 19-county area; only 1,604 or 30 percent of those graduates went on to post high school education. Moreover, the total post-secondary enrollment in the three institutions then existing in that 19-county area was 779. Worthington Community College had 355 students, Willmar Community College had 168, and there were 256 students in the technical program at Willmar.[11]

The 1963 Minnesota Legislature authorized the establishment of a two-year technical and liberal arts college in southwestern Minnesota under the State College Board and authorized $100,000 for planning, site acquisition, engineering and construction. The college was to be at a location within the 19 counties recommended by a site selection committee on or before January 1, 1964.

The State College Board was to establish a curriculum "equal and comparable to the first two years course" maintained by the existing state colleges, and courses in skilled and technical trades were to be determined by a committee appointed by the State College Board. Program offerings in technical trades were to be consistent with economic circumstances of the state and geographic region. The law further stated "that the State College Board shall add a third and fourth year curriculum to the liberal arts courses of said college at such time as the State College Board deems such additional curriculum feasible and necessary."[12]

Authorization for the new college culminated many years of efforts by representatives from the region, according to John Zwach, former state legislator and congressman.

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[5] *Laws of Minnesota 1959,* Chapter 397.

[6] Legislative Research Committee Publication No. 83, *The Feasibility of Establishing a State College in Western and Southwestern Minnesota,* January 1961, p. ii.

[7] Ibid, p. 1.

[8] Ibid, p. ii.

[9] Ibid, p. iii.

[10] Ibid, p. iv.

[11] Rod Searle to Richard Hawk, 18 March 1976.

[12] *Laws of Minnesota 1963,* Chapter 689.

The key to gaining its approval was a demonstration of unity by communities in the area. For several years different communities in the region had introduced bills to obtain a college for their towns with no success. Zwach recently summarized the situation:

> *And so you know what we did, and it was my engineering. Every one of the legislators from this whole 19-county area signed a pledge that they would not interfere with the selection of a site for an institution of higher learning in southwestern Minnesota. I think somewhere in my files I still have the copy of the pledge that was signed. We agreed that a knowledgeable commission would select the site and we would all abide by it and fight for it, and that's how we were able to establish an institution of learning here in southwestern Minnesota. We put aside chamber of commerce interests and put just opportunity for young men and women in the forefront.*[13]

Site Selection Committee Chooses Marshall

In accordance with the legislative mandate, five persons convened on June 5, 1963 as the Site Selection Committee. They were Charles Mourin, president of the State College Board; Roy C. Prentis, executive director of the State College Board; O. Meredith Wilson, president of the University of Minnesota; Erling O. Johnson, commissioner of education, and Robert J. Keller, director of University High School. Mourin was selected chairman and Prentis secretary.

The committee adopted criteria to be used in the site selection, identified additional studies to be performed and selected two members as an official subcommittee to visit communities which identified themselves as potential sites. Interested communities were asked to document their cases and 14 did. They were Fairmont, Granite Falls, Lamberton, Marshall, Montevideo, Mountain Lake, New Ulm, Olivia, Redwood Falls, Slayton, Springfield, Tracy, Windom and Worthington. Site visits were conducted.

Several criteria were used by the committee to select the site — presence or absence of suitable housing facilities for students and faculty, accessibility to the campus by public transportation, possibilities for part-time student employment, quality of site characteristics, community support and existing programs that support education.

But one criterion received more emphasis than the others; that the selected site should include within reasonable commuting area the maximum number of potential college students. The committee noted that based on experience, students attend colleges in larger numbers when colleges are located in the immediate community and that these numbers get reduced as distance increases. In applying this criterion, the committee attempted to establish a valid relationship between distance and possible college attendance. Ratios of possible attendance by distance from home were established. Application of the ratios to adjusted enrollments for grade nine in public and private high schools in the 19-county area provided a basis for distinguishing among the suggested sites.[14]

On October 10, 1963, the Site Selection Committee "concluded that the new state college in southwestern Minnesota should be located in the community which is most likely to serve the largest number of students. That community is Marshall."[15]

Final selection was contingent on the fulfillment of several conditions: the community would donate approximately 200 acres of land adaptable to college use and would provide a variety of specified municipal services. The Site Selection Committee assumed an enrollment of 3,000, of which 1,800 would reside on campus. Several sites were examined; the site recommended as the most desirable was one of some 215 acres located east of Marshall and northwest of the intersection of State Highways 19 and 23.[16] On April 14, 1964, a 216-acre tract east of Marshall was officially deeded to Minnesota. The site lies east of Marshall and northwest of the intersection of the two state highways.

Southwest State College Is Constructed

With the site selected, attention was now focused on construction and curriculum plans for the new college. Legislative support for the college was generous and flexibility was allowed in order to enhance its development. Southwest State College was not held to the funding formulas used to determine appropriations for the existing state colleges. Special funds were provided for faculty recruitment, instructional equipment and other innovative and developmental programs.

From the start, architectural plans were directed toward a four-year institution. Legislative support for buildings during the first six years was based on enrollment estimates for 1975 of approximately 4,500 full-time on-campus students. Construction was conducted in several phases.

In its July 1964 report to the Legislative Building Commission, the State College Board requested $6,066,000 for the first building phase to accommodate 1,500 students; additional expansion in 1968 and 1970 was predicted. The 1965 Legislature appropriated $4,276,250 to construct the first phase of library, science, lecture, fine arts, and physical education buildings.[17] Funds for dormitory and food service buildings were listed separately and funded primarily through revenue bond sales.

The State College Board in 1966 requested $6,030,000 for Phase II expansion; the 1967 Legislature provided that amount for academic buildings to include library, science, lecture, physical education and maintenance facilities.[18]

In September 1968 the State College Board report to the Legislative Building Commission requested $7,575,000 for the third phase of buildings to include classroom, science, and college service facilities. Governor LeVander approved the Legislative Building Commission report to the 1969 Legislature which recommended $5,790,000 for all of the State College Board request except $1,224,000 for a college services building and $561,000 for site work. At this time an appropriation of $3 million was made to the State College Board for dormitory construction and an expenditure of another $9 million in revenue bond money was authorized. The State College Board informally returned half of those sums during the session. The 1969 Legislature appropriated $5,807,000 to construct and equip the classroom and science facilities.[19]

The Southwest State College request in 1970 totaled $9,165,945 and included education, social sciences, events and college service buildings. The State College Board report to the 1971 Building Commission reduced the request to $4,893,450; major reductions were in the scope of the proposed events building and the college services

[13] John Zwach, Testimony Before the Higher Education Coordinating Board, on the Study of Post-Secondary Education in Southwestern Minnesota, January 29, 1976, pp. 2-3.

[14] *Report of the Site Selection Committee For a Southwestern Minnesota State College*, December 1963, pp. 3-4.

[15] Ibid, 4.

[16] Ibid, pp. 14-16.

[17] *Laws of 1965*, Chapter 882, Sec. 4, Subd. 6(1).

[18] *Laws of 1967*, Extra Session, Chapter 8, Sec. 5(5).

[19] *Laws of 1969*, Chapter 1159, Sec. 4, (5), Subd. 1.

building. The State College Board recommended that the events building be determined by the legislature on the basis of community service potential since it could not be justified from an educational standpoint. The Legislative Building Commission recommended $4,519,400 to include the college services, education and social sciences buildings; the events building proposal was not approved and the Building Commission recommended $168,000 more for the college services building than the college board had requested. The 1971 Legislature appropriated $4,519,400, exactly what the Legislative Building Commission had recommended.[20]

In its July 1972 report to the Legislative Building Commission, the State College Board reduced the Southwest State enrollment projection for 1975 from over 4,000 to 2,958. The Southwest State College request for $3,854,582 also was presented. But the State College Board presented an overall priority list of building project requests for all state colleges. The Southwest request was for a multi-purpose field house at a cost of $3,300,000; it was placed in the lowest possible category and not funded.

By 1973, criticisms of overbuilding at Southwest State began to be heard. The Marshall campus now includes 10 academic buildings, including the maintenance building, for which the legislature authorized $22,062,969, according to Willard Isfeld, director of Physical Plant and Facilities Planning. Included in this total was landscaping involved with each building, courts, walks and connecting links. Also included was movable equipment insofar as it was purchased through the building funds.

Starting with the 1967 appropriations, projects for utilities, planning, remodeling and site development such as landscaping, parking lots, roads, walkways, outdoor lighting and athletic fields were not included in the building projects, and an additional $2,695,578 was authorized for this type of work, according to Isfeld. Total building costs for the 10 academic buildings came to $24,758,567.

There are 13 buildings comprising auxiliary services (food service, residence halls, commons and student center) for which authorized expenditures amount to $11,759,272, according to Isfeld. This amount also includes the landscaping, utilities hookup, walkways and lighting related to these projects. It also includes all costs of original movable equipment.

Total campus buildings costs including both academic and auxiliary services facilities come to $36,517,819. Several federal grants are included in the total.

Curriculum Is Planned

In accordance with the 1963 law authorizing the college, a curriculum committee was appointed to consider the objectives of a combined technical-liberal arts college. The committee met from November 1963 through June 1964; it reported in July 1964, prior to recruitment for administrative officers for Southwest State College. The report was adopted by the State College Board July 25, 1964.[21] The general chairman was Dr. Prentis, executive director of the State College Board. Following his death, the chair was assumed by the representative of the Minnesota National Laboratory which conducted the research for the curriculum project. Two subcommittees were established: one on Liberal Arts and Teacher Education, and one on Business and Technology. Of the 19 members on the committee, two were from southwestern Minnesota, both from Marshall.

The recommendations of the curriculum committee served as guidelines in the development of both the liberal arts and technical programs of the college. The committee also recommended that there be exceptions for Southwest State College in funding and funding formulas for guidance, library, faculty ratio and facilities; and that the college be selective in admissions.[22]

This committee expressed the "belief that every student should at least be introduced to various branches of study commonly called a 'general education'," and then recommended:

> *Obviously such a broad program makes possible only sampling outside the student's specialty, rather than coverage in depth, but to be worthwhile that sampling must be soundly based. The committee believes it is important that the liberal arts college at Marshall be firmly regarded as a four-year college from the beginning, whether or not all four years can be set up immediately. Without this clear understanding, it will be difficult if not impossible to recruit the kind of administration and faculty that will make the new college an institution of distinction.*[23]

In teacher education the committee recommended that all courses in professional education be restricted to the junior and senior years.[24] In 1970, Southwest State listed a program in elementary education and plans to move into secondary education.

The committee expressed high hopes for technical programs even though several institutions, including four in the southwest region, were beginning technical programs of no more than two years' duration. The committee referred to a special report entitled, *Technical Manpower Needs in Minnesota and Implications for Educational Planning*, dated June 10, 1964, and submitted to the Liaison Committee for Higher Education by its subcommittee on technical education. The study indicated that Minnesota industries should engage 1,700 to 1,755 technicians annually.

The Curriculum Committee recommended establishing full programs in engineering technology and business and a limited technical course offering in agriculture; food service management was suggested as a possible field for development. The committee "assumed that technical program students will in no way be differentiated from those in academic programs in their participation in these courses," that is, those available to the four year students (sic) of the college.[25]

In engineering technology the committee took pains to designate the then emerging distinction between the engineer and engineering technician; it recommended the establishment of programs in electronics technology, chemical technology, drafting technology and mechanical technology.

Howard Bellows, who had been named planning director for the new college in summer 1964, presented to the State College Board in January 1965 a proposal for procedures for development of a technical institute at Southwest. It was to be in three phases coordinated with the overall development of the institution. Part of the proposal included "a vigorous investigation of the familiar problem of attitudes

[20] *Laws of 1971*, Chapter 93, Sec. 4.

[21] *Southwest State College Curriculum Committee Report*, Minnesota National Laboratory: State Department of Education, College Curriculum Project, July 25, 1964 (Code XXXVIII-B-293c), 17 pp.

[22] Ibid, pp. 7, 8.

[23] Ibid, p. 6.

[24] Ibid, p. 10.

[25] Ibid, pp. 11-12.

of superiority and inferiority in relations between liberal arts and technical faculty members and students and preparation of preliminary procedures for solution of the problem if it should arise." A consultant was hired to prepare for the establishment of an engineering technology program.[26]

The State College Board in 1966 adopted a special resolution naming a group of people to an Engineering Technology Advisory Committee. Included were industrial officials and engineering educators. Of 20 persons named, none was from southwestern Minnesota.[27]

Southwest State followed up the original Curriculum Committee's recommendation. An institutional report in 1970 indicated that Associate Degree graduates could take additional courses to qualify for the Bachelor of Engineering Technology degree.[28]

The Curriculum Committee noted the popularity of business related programs in subbaccalaureate institutions. It recommended three programs under general designations of secretarial administration, accounting and retailing. In 1970, Southwest was establishing programs in accounting, ag-business, business administration, marketing and secretarial administration.[29]

Extensive programming in agriculture was not recommended because of the major investment in facilities and staff that would be required and the availability of existing programs at the University of Minnesota and South Dakota State University and potentially at the outlying experiment stations of the University of Minnesota.

Instead, the committee proposed "that a limited number of courses of collegiate caliber be designed to permit further development of interests in agriculture held by students at a time of entrance into college, to provide orientation to the professional and semiprofessional employment outlets in agriculture and to contribute to the employability of the individual in certain agricultural service or in managerial capacities should he wish to do so." The committee stated that "those students who wished to seek professional preparation in the agricultural areas would be encouraged to transfer to courses now equipped to offer the program at the B.S. level."[30]

The committee recognized the need for a food service program in technologies, but did not strongly recommend it because of the existing program at the University of Minnesota and because the rural location would not afford the necessary off-campus experiences. It noted that something might be done if connected with the school's own food service.[31]

Finally, the committee noted that various course combinations at the lower division level in arts and sciences could provide several opportunities for preprofessional and transfer programs.[32]

Mission Is Adopted

In anticipation of enrolling the first students in fall 1967, Bellows, who was named president in June 1965, produced a mission statement for the college.

[26]Minutes of State College Board meeting, January 1965.

[27]Minutes of State College Board meeting, April 1966.

[28]*The Development of Academic Programs at Southwest Minnesota State College*, prepared for the Educational Policies Committee of the State College Board, February 26, 1970, Attachment 3, p. 2.

[29]Ibid, p. 1.

[30]*Southwest State College Curriculum Committee Report*, Minnesota National Laboratory: State Department of Education, College Curriculum Project, July 25, 1964 (Code XXXVIII-B-293c), pp. 14-15.

[31]Ibid, p. 15.

[32]Ibid, p. 16.

Leaders from southwestern Minnesota had a broad vision for the college. Former state legislator Aubrey Dirlam recalled this outlook recently:

> *It was the thought of the legislature at the time and it was so spelled out in the statutes that its mission should be technical and liberal arts combination, that it should be innovative and different than other existing institutions, that it should serve a broader purpose than we had generally expected and experienced with other state colleges; in other words, all the way from 1880. And the very fact that it was brand new would permit it to be innovative and different, and it was, particularly in its location on the cornfields of southwestern Minnesota.*[33]

Also in 1966 and 1970, President Bellows presented a statement of "Guidelines for the Academic Program and Faculty Recruitment." These guidelines emphasized the liberal arts orientation of the curriculum.[34]

The mission statement was approved by the State College Board on March 19, 1966. The action in effect authorized the addition of upper division offerings in the liberal arts at Southwest State.

The mission statement begins by referring to the curriculum guidelines contained in the Curriculum Committee report. It notes two major references for consideration:

1. *That the college is to be a liberal arts and technical college with certain professional and preprofessional programs.*
2. *That the college is to serve the state and the nation, but particularly a large area of Minnesota; the curricula should recognize and be related to the needs of the region.*[35]

The mission statement then outlines three major objectives for the college:

1. *To provide higher educational opportunities for a substantial number of high school graduates from the schools of Minnesota.*

The primary mission is to provide the young people of the region with opportunities to obtain college level degree programs – accredited two year programs in technical education and four year liberal arts and preprofessional programs. The curricula will lead to Bachelor of Arts, Bachelor of Science and Associate degrees.

2. *To provide Minnesota with specialized programs in higher education.*

Major emphasis is to be placed on developing plans to meet regional needs for elementary and secondary teachers and to provide programs for in-service teachers. Specialized educational services are to include education of physically handicapped students and the service and research in rural education programs.

3. *To provide the region with a research, educational and cultural resource serving not only on-campus students but the people of the college and the region.*

Continuing education is to be a major service of the college with provision made to ensure the availability of regular and special courses to meet regional needs.[36]

[33]Aubrey Dirlam, Testimony Before the Higher Education Coordinating Board on the Study of Post-Secondary Education in Southwestern Minnesota, January 29, 1976.

[34]*The Development of Academic Programs at Southwest Minnesota State College*, prepared for the Educational Policies Committee of the State College Board, February 26, 1970, Attachment 2, p. 1.

[35]*Southwest Minnesota State College Information Bulletin*, 1968-69, p. 8.

[36]Ibid, pp. 8, 10.

The mission statement then outlines the college's developmental plans. Initially, the plans are to include basic general studies for students in liberal arts, preprofessional, teacher education, and applied science and technology programs; programs by which the college can serve the needs of elementary and secondary schools in southwestern Minnesota and programs in engineering technology, business, as well as limited technological course offerings in agriculture and food service management.

The statement says that after the undergraduate programs are fully established and in successful operation, the college will look to development of studies beyond the bachelor's degree in selected fields. These advanced studies will depend on resources in the region and the region's needs; the college will seek to cooperate with other state and private institutions in graduate and research programs.

Finally, the college points out that as a continuing function it will be involved in studying community service related to identifiable countryside problems and matching undergraduate programs to area problems with major consideration for occupational implications.[37]

The mission statement was repeated in substantially the same form in 1968, 1970 and corrected in 1976. The current, updated mission statement, for example, notes that the primary mission is to provide people in the region with the opportunity to obtain university level degree programs – accredited two year and four year technical programs and four year liberal arts and preprofessional programs. The curricula lead to the Bachelor of Arts, Bachelor of Engineering Technology and Associate degrees.

Both in its original mission and in a statement of its educational philosophy, the college emphasized the need for major consideration on finding ways to help students develop the intellectual tools, disciplines, values and ideas which come from the liberal arts tradition:

> *The technician, the teacher, businessman and professional person all need the same opportunities to develop appreciations, values, ideas, structures and references which come from our social heritage through the liberal arts. The technical person should build knowledge of his technical field both upon scientific information and on the broad areas of knowledge acquired in his liberal arts experiences. Appreciation from the arts, skills in communication, understandings from the sciences and perspectives from history are needed in all avenues of human endeavor.*[38]

In its philosophy statement the college stressed that it was not to be a trade school:

> *It is not, however, a trade school where the detailed techniques of a trade can be learned by practice. It deals with the professional areas more in theory than in practice, developing the broad background and understanding necessary for the development of specific skills. In this way, it develops the intellectual judgments necessary to deal with the constantly changing problems of a profession.*[39]

For each student the educational program would combine preparation in basic studies with work in the liberal arts and sciences and the major areas of concentration.

The college also emphasized that college education should not be overspecialized. It said:

> *Those concerned only with specialized job training should consider carefully whether this kind of an education would serve them best or whether they should seek their training at some institutions more nearly meeting their needs. It cannot be overemphasized that a college is a place for those who seek to develop intellectual qualities, interest, concerns, and skills. Those who find no challenge in this; those who found their high school work in so-called "academic fields" – English, foreign language, mathematics, history, natural science and social sciences – difficult or uninteresting should consider carefully whether they should apply for admission to the college where such fields are emphasized to an even greater extent than in high school.*[40]

And so from the beginning, the college would focus on developing features of a traditional four year liberal arts college. It would seek to maintain an aura of uniqueness and innovation.

Southwest Is New In Every Way

During the early years the institution promoted the fact it was new, in fact, "too new to have a history." In the preface to the 1968-69 college bulletin, President Bellows noted that "Southwest Minnesota has a unique opportunity to anticipate change – building literally 'from the ground up' in curriculum, staff, faculty and buildings as well as in basic philosophy of education."

The college emphasized that "it is new in every way," and offers "a pioneering experience in education rarely found today." In one statement, it said:

> *Its striking new campus has sprung from what was a cornfield only a few seasons ago. New construction continues steadily. Its faculty is a new and selective team of seasoned educators drawn from many backgrounds and areas who have risen to the challenge of building a stimulating and progressive academic institution from simply an idea.*[41]

The college also advertised that its campus constitutes a major change in approach to college facilities in Minnesota; the buildings do not use the disciplinary approach but use a functional concept in construction. It noted that all buildings are interconnected and the buildings form a landmark that may be seen from all approaches to the campus. The buildings are specially designed for handicapped students and use the latest technological education system.[42]

Regarding the academic program, the college referred to its "unique opportunity." It said:

> *As a new institution of higher education, the college has a unique opportunity to incorporate into its total program concepts, innovations, and experiments that would be difficult to implement in institutions more established. At the same time the college has a responsibility to build academic programs that are solid in content and reflect the highest quality of instruction and performance. In a sense, the college seeks to combine the best of the traditional approaches to the liberal arts and technical education with those reputable innovations marking the frontiers of academic life in higher education today.*[43]

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[37] Ibid, pp. 10, 11, 13.

[38] *Southwest Minnesota State College 1967-68 Information Bulletin*, p. 12.

[39] Ibid, p. 14.

[40] Ibid, pp. 17, 18.

[41] *Southwest Minnesota State College Information Bulletin, 1968-69*, p. 4.

[42] Ibid, p. 7.

[43] Ibid, p. 18.

Later, the college stressed its role in Minnesota higher education as the state's only four year technical and liberal arts college. In contrast to the early years, the college's recent bulletins have become smaller, simpler and much less graphically prominent.

Early Years Successful

The first few years of the college's life were highly successful. It opened in 1967 with 509 students and a teaching faculty of 44. Southwest was the first state college to open in 50 years. In fall quarter 1968, 1,360 students were admitted and the teaching faculty totaled 97. In fall 1969, 2,175 students were enrolled with a teaching faculty and staff of about 200.

A 1969 North Central Accreditation Committee visitation team concluded that "its (the college's) rapid growth in its first three years of existence clearly justifies the wisdom of the original decision of the legislature to create a degree-granting institution in this part of the state."[44]

By 1969, there were 31 areas of concentration under seven major divisions: humanities, social sciences, business, engineering technology, science and mathematics, education, health and physical education. The report also said that much had been accomplished in the area of public service and development in a relatively short time.

In short, the visitation team praised the college for its clear and concise mission statement. The team was impressed with the administrative team of the college, the high faculty morale and careful recruitment of new faculty which had been conducted. (For administrative purposes, the college had been divided into four broad areas: Academic Affairs, Administrative Affairs, Public Services and Development and Student Affairs).[45]

The visitation team said that the quality of the faculty was adequate, although somewhat uneven. It pointed out that the percent of full-time teaching faculty having the doctorate was low and the percent decreased between 1968-69 and 1969-70. Considerable effort should be expended in the next few years in increasing the number of faculty having the doctorate and in recruiting in those areas which are weak, the report said.

The role of the faculty in curriculum development and policy formation was a concern to the team. It observed that a large percentage of faculty had been attracted to the college because of the opportunity to participate in a new institution but much of the planning had been done by administrators and faculty hired before the school opened. As a result, some newer faculty members felt they had not had as much of a voice in the development as they wanted or expected. It noted that a faculty committee structure was evolving although with some vagueness as to its operation. Also, the visitation team pointed out that the questions of tenure and promotion, although not of immediate concern, would soon become critical.[46]

The Visitation Committee praised the desire of the institution to be innovative and experimental. It commented on the generous fiscal support at the legislative and board levels, noting that about $35 million had been committed to campus development.

The team said that the problem which the administration must address is the matter of effective communication between the administration and the faculty and students. It said that the committee system was still in an amorphous state and the faculty was groping for its proper role. Finally, the committee indicated concern about program development at the upper division levels with a junior class enrolled for the first time in 1969.[47]

Degree Programs In Major Fields Approved

In early 1970, the State College Board reviewed the rationale and development of the academic program at Southwest State. It considered the document prepared for the Board's Educational Policies Committee entitled, "The Development of Academic Programs at Southwest Minnesota State College." This paper included several documents which constituted the record of the academic program development. Included were the mission of the college, the guidelines for the academic program and faculty recruitment, a paper on major fields of study, a paper on recommended emphases for academic programs and another document containing data.

The Board then adopted a motion authorizing Southwest State College to offer the degree programs outlined in the document on major fields of study.[48]

In this document, the college identified major fields of study leading to four year degrees; it noted that these fields had developed and were developing within the mission of the college as authorized in 1966. Students could select interdisciplinary programs. In addition, the document pointed out that for some of the programs, funding had been provided for staffing, facilities, and equipment and the programs were being phased in. Programs listed were in business, institutional management, education, engineering technology, health and physical education, humanities, social sciences and science and math.[49]

Thus, by 1970 the mission and program offerings suggested that Southwest State might have been a budding university with a college of business, a college of liberal arts and sciences, college of education, college of engineering, study centers for agriculture, hospitality and continuing education and with stop-out opportunities for certain two year programs.

During this time the institution was successful in attracting private funds. The Southwest Minnesota College Foundation was established as a nonprofit association to provide the framework for private support. It sought money, bequests, pledges and securities as well as the gifts of land, buildings and commodities. For example, during the period of July 1, 1971 to May 30, 1972, the foundation served as an avenue for scholarships and research study grants with a total cash flow of $36,758. Through large financial contributions, firms and people could become members of the Foundation's Plainsmen Endowment Fund, a special fund honoring "men and women who first tamed the great plains of southwestern Minnesota."[50]

The first two year degrees were granted in 1969, the first four degrees in 1970 and the charter four year degrees in 1971. In 1972, the college attained full accreditation

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[44] *Report of a Visit to Southwest Minnesota State College, Marshall, Minnesota,* November 7-9, 1969, for the Commission on Colleges and Universities of the North Central Association of Colleges and Secondary Schools, p. 1.

[45] Ibid, pp. 19, 20, 21.

[46] Ibid, pp. 14-16.

[47] Ibid, pp. 21-23.

[48] Minutes of State College Board meeting of March 16, 1970.

[49] Programs listed included the following: business – accounting, ag-business, business administration, marketing, secretarial administration; institutional management – food service management, hotel and motel management; education-elementary-secondary; engineering technology – chemical, drafting, electronic, mechanical; health and physical education – rehabilitation; humanities – art, creative writing, French, German, Spanish, literature, music philosophy, speech, theatre arts; instructional resources center – instructional media, library science minor; science and math-biology, chemistry, earth science, math, physics; social sciences-economics, geography, history, political science, psychology, sociology, anthropology.

[50] *Southwest Minnesota State College Information Bulletin* 1972-73, pp. 129-30.

through the North Central Association of Colleges and Secondary Schools.

Enrollment grew and reached a peak in 1970 with 3,051 full-time equivalent students. Enrollment has declined steadily since and the institution has experienced several internal and external problems raising important questions about its future.

Reorganization of Southwest Is Approved

In August 1971, the State College Board considered three issues relating to Southwest State College – a new constitution, proposed administrative reorganization and approval of an all college senate.

President Bellows in a letter to Chancellor G. Theodore Mitau referred to the documents prepared in 1963-1966 laying the foundation for the school and calling for its implementation over a four year period beginning with the 1967 class. Bellows stated that once a four year college was in operation, this process of development and self evaluation would serve as the basis for proposing to the board the organization for policy formation and administration for an ongoing institution. He said that the college administration had reviewed the development of the college, and he requested the Board to approve the following documents which had been submitted to the chancellor: mission, position descriptions of officers reporting to the office of president; guidelines for academic affairs, student affairs, public service and development and administrative affairs; college constitution, and position of dean of technology, which would include the division of engineering technology, business and institutional management and major fields of study.

Bellows sought authorization from the Board to proceed with further reorganization of the area of academic affairs through the appropriate college channels, and he requested authority to proceed with decentralizing the office of academic affairs in order to reduce from 11 to about 6 the number of administrators reporting to the office.

Several faculty members teaching during the second summer session asked the Board to desist from acting on the proposed reorganization plans, saying there had been no faculty consultation.

Chancellor Mitau recommended that the Board specifically authorize the president to use on an interim basis the all college senate elected under the proposed constitution, with the understanding that it reflect the procedure and goals contemplated by the new rules. Regarding the interim approval of reorganization, he recommended three stipulations: that approval does not involve any increase in allocation of staff now or in the future, that this interim approval is subject to further change by the Board at any time, and that all these proposals be subject to future consultation among, and review by the president and all components of the college.

The Board said it had no intention of involving itself in the internal management of the college, but would allow Bellows to honor certain directives issued to him in 1967 by the Board.

Mitau suggested that Bellows be allowed to proceed with the reorganization after continued consultation with all components of the college and subject to provision of his preceding recommendations; and that as the reorganization plan emerges, if it does not meet with the objectives of the faculty, they may petition Bellows to that effect. The petition would then be referred to the chancellor, and after his examination, to the Rules and Appeals Committee for a hearing in accordance with established procedure. The motion was approved.[51] In May 1972, the constitution was approved.

Southwest At Critical Time Of Transition

Early in its fifth year, the college, which now had an enrollment of about 3,000 students and a teaching faculty totaling 180, was visited by an examining team for the North Central Association of Colleges and Secondary Schools.

The study team pointed out that the college was at a "critical time of transition," from being a new college to a full-fledged member of the State College System with its budget and programs facing the same scrutiny as the other colleges. Thus, it was time to examine whether the college was fulfilling its mission.[52]

At the start of its report, the study team referred to two events "which set a somber backdrop" for the visit. The first was the decision to require the deletion of about 27 faculty positions from the roster of the college; the second was the issuance of a "Bill of Particulars" by a few influential legislators which pointed to what they viewed as the inadequate development of technological programs in the college.[53]

Addressing the staff cutbacks, the study team said:

> *Even at its present level of 207 faculty positions, the college is only marginally equipped to mount the programs it must in order to accomplish its several missions. To withdraw about 13 percent of the present staff is to seriously jeopardize not only the development of necessary new programs, but on-going ones as well. We believe that a 'critical mass' of faculty has only now been assembled to meet the present responsibilities of the college but not for any new ones . . . therefore, to withdraw staff as has been proposed is to condemn the college to marginality, or worse, at a critical juncture in its career.*[54]

The Bill of Particulars addressed whether one of the missions of the college was being met adequately.

> *With only about 5 percent of its students enrolled in technology curricula, and with even fewer in the two year training programs, the college does not seem to be succeeding in attracting students in these areas. This criticism is made more difficult to answer because of the elaborate system of free vocational-technical institutions which have been developed in Minnesota, several of which appear to compete directly with the college for students. How much of the failure to attract such students can be attributed to this competition, and how much to the financial recession, or changing vocational goals, is impossible for the team to judge. Nevertheless, we believe that the legislature, the system and the college must re-evaluate the latter's programs in technology and make them more congruent with the changing patterns of needs within the state.*[55]

The examining team noted that the imposition of a cut in the number of faculty and issuance of the Bill of Particulars had impaired the faculty morale.[56]

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[51] Minutes of State College Board meeting, August 1971.

[52] *Report of a Visit to Southwest Minnesota State College, Marshall, Minnesota,* November 17-19, 1971, for the Commission on Institutions of Higher Education of the North Central Association of Colleges and Secondary Schools, p. 1.

[53] Ibid, p. 2.

[54] Ibid, pp. 3, 4.

[55] Ibid, pp. 3, 4.

[56] Ibid, p. 5.

The report criticized the lack of ethnic, cultural and social diversity of the student body, noting that very few out-of-state students are enrolled (about 3 percent) and that fewer than 1 percent of the student body is black, a decrease over the previous year. Moreover, the report recommended that the reasons for the decline should be investigated by the administration of the college "for it seems to us essential that more students from minority groups be enrolled."[57]

(In April 1972, Bellows reported to the State College Board's Educational Policy Committee that minority relations in the community and the college had been strained, but he indicated that numerous efforts to improve them had been taken. He acknowledged that minority enrollment had dropped, and he said it may have been due to disturbances experienced in the past. It was reported that a considerable number of minority courses were being offered at the college, indicating a change in attitude.)

The report praised the administration for the building of the college, but noted that the college was entering a new phase, and in the future the administration must be judged within this perspective. The study team turned to the need for improved communication. It said:

> *Communication is a central problem for any administration, and this one is no exception. Early in the college's life communication was good, for the president knew most of the faculty and students at first hand. But then, as growth and building ensued, the attention of administrators was diverted leading to the present situation where improvements must be made. Most branches of the administration should seek to improve communications with staff and students, and fortunately, the senate is an excellent forum from which to begin.*[58]

The study team recommended that another aspect of communication that should be reviewed was the "unique aspects" of the technology programs. It said:

> *The 19-county community of Southwest Minnesota must be made more aware of the offerings in technological education and how they differ from those in competing institutions. Enhanced visibility could be engendered as well, by improving communication through regular visits to high school teachers and counselors and to appropriate civic groups. In this connection, it is not clear that the registrar's office is fully aware of the difference between vocational and technical education and of the extra effort that is required to identify good students in a primarily agricultural region.*[59]

Southwest Situation Deteriorates

As the situation at the college deteriorated, it began to draw increasing attention from the community, the press, the legislature and other officials. The prospect of faculty cuts and retrenchment elicited a mood of "frustration and anxiety and not knowing what is ahead," according to Bellows. Students, faculty and members of the community began to organize and protest the cutbacks.

Some faculty members began predicting doom and the eventual closing of the college or its conversion into a junior college or technical college. But Bellows pointed out that "the problem is not that the institution will collapse. The problem is that jobs and, therefore, human lives are involved right now, and retrenchment is always difficult."[60]

On August 28, 1972, Bellows announced his resignation, saying he would remain at the college through June 30, 1973. The presidential search procedure was initiated. The name of the new president was to be announced on February 27, 1973, but the person who was chosen decided at the last minute not to accept the position and the search had to be reopened. Jay Jones was selected president of the college in May.

In November 1972, during the presidential search, an announcement was made of the awarding of a $774,098 Kellogg Foundation grant to develop a program of regional services in cooperation with other public institutions in the 19-county area. This major grant led to the development of the Countryside Council; the three-year grant was recently renewed.

The 1973 Minnesota Legislature addressed the issue of declining enrollments in the State College System. Its higher education appropriations bill included a contingency fund of $600,000 for the state colleges to use in meeting contractual obligations to faculty members terminated because of declining enrollments. During this time, Dr. Mitau, who had become chancellor in 1968, was advocating a new role for the state colleges as more comprehensive, regional service institutions.

The appropriations bill directed the State College Board to conduct a comprehensive program review at Southwest Minnesota State College to determine the basic staffing requirements necessary to offer a sound educational program. Pursuant to this review the Board was to recommend to the Legislative Advisory Committee a minimum staffing for that institution.[61]

One possibility contemplated among legislators prior to the conference committee on the appropriations bill was a three-way switch that would have closed the University of Minnesota's Rosemount experiment station and transferred its operations to Waseca. Then the technical school at Waseca and possibly the classes at Crookston could be transferred to Southwest State.[62]

In February 1974, Jones submitted to the State College Board the study he had been directing on the problems and potentials of the college. He emphasized the unique capabilities of the college to provide education and services to handicapped persons from other states, and the increasingly important role the college was taking in providing educational and other services to the southwest region.[63]

The paper focused on the purposes and functions of American higher education and the philosophical bases underlying them. It commented on the role of Southwest State College in this context but provided virtually no specifics aimed at reversing the growing problems of the institution.

Jones presented the following resolution for the Board's approval:

> *WHEREAS, the 1973 Legislature directed the State College Board to ". . . conduct a comprehensive program review at Southwest Minnesota State College to determine the basic staffing requirements necessary to offer a sound educational program" and*

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[57] Ibid, pp. 7, 8.

[58] Ibid, p. 20.

[59] Ibid, p. 20.

[60] "Teachers, Townspeople Fear Southwest Faculty Cuts May Harm School," Peg Meier, *Minneapolis Tribune*, Sunday, April 1, 1973.

[61] *Laws of 1973*, Chapter 363, Section 3, Subd. 3.

[62] "Senate Approves Education Money Bill," Associated Press, May 6, 1973.

[63] Minutes of February 26, 1974, State College Board meeting.

WHEREAS, the State College Board has reviewed the current state of Southwest Minnesota State College and in staffing requirements as outlined by the college in cooperation with the Chancellor,

NOW, THEREFORE, BE IT RESOLVED

- *that the State College Board hereby expresses its confidence in the viability of Southwest Minnesota State College as a sound educational institution offering comprehensive services to the students and citizens of southwestern Minnesota, the State and the Nation.*
- *that the State College Board hereby declares its support for the efforts of the Chancellor and the College's President in securing gubernatorial and legislative approval of a basic staffing level for the college.*
- *that the State College Board further recommends that any staff reductions which may be determined by the Governor or Legislature to be necessary, be accomplished through selective attrition rather than through termination of current employees.*

Mitau recommended that the Board adopt the resolution as a vote of confidence in Dr. Jones and Southwest State College. Board members Kennon Rothchild of St. Paul and Orrin Rinke of Sauk Rapids made statements of personal support for the college and Dr. Jones. Arnold Anderson of Montevideo moved the adoption of the resolution. Thomas Coughlan of Mankato seconded the motion. The resolution was approved and adopted unanimously.[64]

The State College budget submitted to the 1975 Legislature asked that Southwest State be granted "a minimum staffing plan" which provided a larger state appropriation for Southwest than would have otherwise been provided.

The chancellor indicated to the governor and legislature that he would request a study of post-secondary education in southwestern Minnesota if enrollment should fall below 1,600.

The state colleges were renamed state universities in August 1975.

In November 1975, Mitau requested that the Higher Education Coordinating Board conduct a study of higher education in the region. He also announced that Jones had decided to resign in order to remove any personal considerations of his future at Southwest State University from discussions about the institution's future.

SUMMARY AND ANALYSIS

In a review of the short but turbulent history of Southwest State University, two questions stand out: why did enrollments decline so precipitously in the 1970's and, once this enrollment trend was clear, why was the institution so unsuccessful in addressing the problem? A precise answer to these questions may be impossible, especially without a detailed investigation of the institution's internal affairs. Nevertheless, it is possible to identify several factors, both inside and outside the institution, which contributed to its early success and decline. The relative impact and interpretation of these factors may vary depending on one's perspective. Yet some understanding of what went wrong and why is essential in order to make responsible recommendations that address the situation effectively.

National and state factors affected the initial enrollment success at Southwest State University and later decline; yet several conditions indigenous to the institution had major implications for the college and cannot be overlooked. These areas of difficulty overshadowed the accomplishments of the new institution and impeded virtually all hopes of overcoming the problems quickly.

National Conditions Were Favorable to Higher Education

The college opened during a favorable period in American higher education — a time characterized by widespread enrollment growth and generous financial support from both public and private sources. The children of the post World War II baby boom created a large pool of students seeking higher education. The proportion of students going on to higher education was enhanced by a favorable economic situation which allowed many families to afford the high cost of education and by the threat of conscription during the Vietnam War in the late 1960's which could be avoided by a student deferment. The rapidly expanding economy better enabled the federal and state governments to supply resources to meet the increasing demand. Spacious, modern higher education facilities were built throughout the United States; the construction of new institutions in southwestern Minnesota was typical of the national trend.

State, Regional Climate Was Favorable to Higher Education

Conditions which were favorable to higher education nationally were present in Minnesota, too; in southwestern Minnesota the newly-established institutions received generous state and private support, and they began drawing from the large student pool.

Enrollments in the early years grew rapidly at Southwest State University. A large, new educational complex claiming to offer new and unique opportunities attracted students. The local community was unified in its support for the new college. The initial growth of the institution led to a sense of optimism about the development of Southwest State University during the 1970's.

Higher Education Entered Period of Decline in U.S.

Unfortunately, the factors which contributed to the higher education boom nationally did not extend into the 1970's. A temporary but alarming drop in enrollments occurred. The size and composition of the student pool was changing; demographically, the 18-21 year-old age group leveled off, and this phenomenon was reflected in stabilizing and declining enrollments. The attractiveness of academic deferments which had prompted many male students to enroll diminished as a national lottery was instituted and finally the military draft ended.

The combination of inflation and recession reduced the personal and societal resources available for higher education. Competition from other public programs combined with the dramatic economic downturn led to reduced funding. Inflation sharpened this competiton and costs for higher education rose.

Public confidence in higher education ebbed. Many schools throughout the country experienced racial tension, war protests and other forms of campus activism. General disillusionment set in as the public altered its perceptions of what higher education could and should do. Town-campus relations frequently were strained beyond normal limits.

With stabilizing enrollments and limited fiscal support, retrenchment and reallocation occurred at many institutions. Faculty reductions were mandated, and severe internal problems often followed as higher education administrators found it difficult to adapt to the "management of decline." The situation was especially painful for developing institutions of small or moderate size.

Student interests began changing from traditional liberal arts to vocational and technical training. New options

[64] Ibid.

emerged including a variety of vocational programs, experience on the job, non-traditional studies and others.

Finally, teacher training declined dramatically during the period as the school age population declined. Historically, many institutions had relied heavily on teacher training as a major part of their mission.

Climate in Southwestern Minnesota Deteriorated

These unfavorable conditions influenced higher education in Minnesota, and Southwest State University was affected by these forces during the critical years of its young life.

Enrollments at SSU began to decline in the early 1970's as the 18-year-old age group leveled off. This reversal, however, occurred earlier and to a greater extent in the 19-county region than statewide. Many institutions in the United States including those in Minnesota experienced unpredictable declines, but the general decline was temporary and growth resumed. But not for Southwest State University. The decline continued and exceeded what was predictable from demographic statistics.

Other favorable national conditions such as the end of military conscription, campus tension, public disillusionment, recession and inflation undoubtedly applied to SSU and had a negative impact.

During this decline, the college also experienced internal difficulties which affected the morale of staff and students and spilled over into recruitment of students.

The enrollment decline forced the college to cut staff to meet state budget requirements. Faculty retrenchment created campus uncertainty and resulted in a mood of depression and frustration. Rigid lines within the faculty emerged between those in the liberal arts and those in the applied disciplines. Faculty attitudes hardened as many feared the loss of their positions and a change in the orientation of the college.

Although student interests were shifting, the institution was unable to respond effectively. The 1963 Legislature had authorized a technical and two-year liberal arts college, which should have been able to capitalize on the trend toward occupational education; however, the strength of the institution's commitment to a liberal arts mission limited its flexibility. While Southwest was developing primarily as a liberal arts institution, four AVTIs opened in southwestern Minnesota. They offered occupational programs at the same time students were seeking vocationally oriented education.

The teacher training decline was a blow to all instituitions in the State College System. Under the severe constraints of the period, each school in the system evolved into a multi-purpose institution. Developing plans to meet regional needs for elementary and secondary teachers was only one part of Southwest State's broad mission. Southwest had its multi-mission at the outset but neither the base program nor tradition to support it and was placed at a competitive disadvantage when the other state universities broadened their program mix.

Particular Problems of SSU Played Important Part in Decline

Southwest State University's development reflected both the favorable and unfavorable trends of American higher education in the 1960's and 1970's. Some factors were magnified at Southwest while others had less impact. But while these general conditions provided some clues to the Southwest situation, they do not fully account for the excessive enrollment decline or the internal problems. Most institutions affected by this climate survived, and some have been substantially strengthened.

Thus, several problems including many of particular application to Southwest State University can be identified and explored. They include the question of its mission, its governance, unrealistic assumptions and expectations, absence of concerted oversight, its competitive disadvantage and internal difficulties.

First, the authorizing statute defined an extremely difficult mission: to combine liberal with technical programs, to offer two- and four-year programs together. Either is hard enough, even in an established institution.

To this day, the school's constituencies express sharp disagreement about the legislative intent, the nature of the institution, and its continuing mission. Nevertheless, evidence indicates that the original mandate for the institution was not followed. The legislature had authorized the State College Board to add a third and fourth year curriculum when it deemed such addition feasible and necessary.

The original advisory committees appointed by the State College Board provided minimal representation from the region or from the vocational and junior-college level; majority representation came from the Twin Cities as well as from the University of Minnesota and the state college constituencies.

It is not too surprising, therefore, that the original curriculum committee and the original administration at Southwest State College argued that the college should begin building and programming for a four-year institution with a liberal arts mission. The State College Board approved these proposals and authorized the development of a four-year institution at Marshall to proceed. When the college opened, it offered a broad four-year liberal arts curriculum which was supplemented by business and four programs in engineering technologies. But the liberal arts orientation was the cornerstone of the institution.

Second, besides the mission issue, the institution did not really fit well into the state's governing structure for post-secondary education.

The statute designated a governing board experienced in four-year teacher training programs. At that time, the board was not formally familiar with liberal arts programs, technical programs or two-year programs. This may no longer be true since the entire system has changed to one of multi-purpose state universities. What the original legislation described — two-year liberal arts and technical programs — most closely approached the concept of a comprehensive community college. If so, this would have been the only such institution in Minnesota because this state generally distinguishes between vocational schools governed by the State Board of Education and community colleges governed by the Community College Board. The distinction between these boards was created at about the same time as legislation was written authorizing Southwest State College. Because the legislation permitted the eventual addition of four-year liberal arts programs, it was possible to assign governance to the State College Board. That was probably the most feasible assignment then unless the Board of Regents would have been willing to accept responsibility for the operation of a comprehensive community college.

Third, Southwest State suffered as a result of erroneous planning assumptions which led to overbuilding. Initial errors were compounded as early success fostered false expectations. Then, with concerted monitoring absent, the institution floundered and problems went unresolved.

At the outset, SSU labored under a false assumption of growth. Enrollment predictions, not only for SSU but for most of higher education, 15 years ago were based on simple, straight line projections of post-war experience and often included factors for ever increasing participation in post-secondary education. Had sophisticated demographic

and enrollment projection techniques that are now used been available then and had higher education been organized to apply them, the situation might have been different today. Southwest State University might not have a plant capacity double the size of the upper limit of expected enrollments. Consequently, it might have an enrollment problem, but not nearly so embarrassing as to cause statewide scrutiny.

The institution's early successes may have spawned a sense of well being and false expectations. Revised enrollment projections for SSU continued to be optimistic. Even after enrollments had peaked and started to decline, institutional requests to further expand the facilities were authorized by the legislature despite resistance from the State College Board. Overbuilding continued.

As the novelty of the institution faded and enrollments began to stabilize, the need to identify and correct problems intensified. But the institution was isolated from the processes of post-secondary governance. Several factors contributed to this lack of oversight. With its dual technical-liberal arts mission, the institution did not fit easily into the post-secondary governance structure. Institution-system relations were characterized by mutual confusion about appropriate roles, authority, initiative and responsibility. The legislature provided a special funding arrangement and was sensitive to the institution's status as a developing institution. Furthermore, the institution had engaged in efforts, mainly through private funding, to identify and coalesce a regional constituency. Finally, statewide planning and coordination were in their early stages of development in Minnesota. Outside of a new institution report specifically requested in 1970, the Higher Education Coordinating Board had never reviewed a new program proposal from Southwest until May 1976.

A fourth problem was the undesirable competitive position in which the institution found itself early in its history. By 1970, the promise of SSU had faded and the institution was facing direct competition from regional institutions and other state universities for a limited number of potential students. The simultaneous development of many southwestern Minnesota institutions in the 1960's has been noted. Yet another hypothesis that deserves further attention is that Southwest is in serious competition with other state universities, primarily Mankato State University and St. Cloud State University and perhaps South Dakota State University.

Southwest State, which was founded as a multi-purpose institution, was developing at the same time other state universities were transformed into multi-purpose institutions. But SSU found itself at a disadvantage because the established institutions had a history and critical mass not available to the new institution.

Southwest had hardly developed a basic core of program offerings when decline set in. Meanwhile, its sister institutions were developing a more attractive program mix. Mankato State offers 77 more program choices than SSU; St. Cloud offers 56 more. These are programs not available at Marshall. In some cases, these programs cover whole areas of student interest such as health education concentrations, practitioner degrees, and human services.

A fifth major problem area was the internal management of the institution. Even without concerted oversight, many problems might have been avoided with more efficient management performance. Instead, a dysfunctional internal situation hindered the institution's effectiveness.

One area of internal difficulty involved administrative staff-faculty relations. The most forceful recommendation of the original advisory committee was to recruit a dedicated liberal arts faculty. This was perhaps the most successful accomplishment at SSU. It reinforced the early direction of the institution and set the stage for later internal problems.

The type of faculty recruited quickly organized itself along the traditional lines with departments, major offerings, graduate and research expectations and all the trappings familiar to the liberal arts college. At the same time, public pronouncements of administrators described a non-traditional institution without typical programs and majors, structured to emphasize interdisciplinary approaches.

Once structured along traditional lines, the faculty awaited development of decision-making processes, apparently fully expecting them to coincide with the faculty structure. It did not help matters when all during the institution's existence there was not strong, consistent, permanent leadership in the office with primary responsibility for academic affairs. At the same time, the administration designed and proposed a system of internal decision-making processes which accorded with the administration's perception of an interdisciplinary structure.

Conflict resulted. What is important, however, was the administrative response. Unwilling to accept the faculty structure as a fait accompli, it proposed more than one reorganization plan attempting to establish an interdisciplinary structure and governance mechanism.

The enrollment declines which required retrenchment and faculty reductions served to exacerbate this situation. That is, faculties affected by reductions tended to perceive interdisciplinary reorganizations as devices to pool faculty, thus permitting easier release of faculty by formula methods and diffusing influence on decision making. Faculties which felt the need for expansion tended to think they were averaged in with declining programs.

With the arrival of a new president in 1973, optimism for the revival of Southwest State College returned. However, President Jones' tenure was shortlived and marked by intensified conflict. Reorganization of the institution and attempts to make the program offerings congruent with student interests were vehemently opposed by some faculty members. Enrollments continued to decline as relationships within the institution deteriorated sharply. Jones' administration ended with his resignation in November 1975 and the naming of an interim president for SSU.

In short, administrative-faculty relations were characterized by relatively rigid positions, mutual suspicion, uncertainty about the new labor agreement, airing of problems in the media and general preoccupation with the past. This situation persists today.

Another problem was the relations between the town and the institution, a potentially troublesome concern because of the institution's high visibility in a rural environment. Early relations were good. But as problems expanded, relations were characterized by very different positions of what the institution ought to be, inclination in town to blame administrators for all problems, inclination among local and regional media to report problems without verification, and desire among some local leaders to have greater effect on institutional policies and decisions. This unfavorable relationship between the college and surrounding community undoubtedly affected the institution's image in the region and may have had an impact on the recruitment and retention of students from southwestern Minnesota.

The internal situation also was typified by weak recruiting and ineffective public relations efforts with high school counselors and administrators who expressed uncertainty about the situation on campus. Public reports about the turmoil at the school contributed to the negative image.

None of these internal problems is unique or new. But the intensity of the conditions, rigidity of opposing posi-

tions and absence of aggressive, positive leadership worked together as a debilitating force and hindered sustained efforts to arrest further negative development.

Problems Overshadowed Accomplishments of Southwest State

Unfortunately, as these problems unfolded, they overshadowed the accomplishments of the young institution.

An outstanding physical plant was constructed, and post-secondary opportunities not readily available before in the region were provided. Some dedicated and outstanding faculty and administrators were recruited and they made valuable contributions to the institution.

The institution provides services to a variety of groups in the region – high school graduates, older students seeking continuing education and groups requiring specialized services such as the handicapped. Degree programs are available.

The institution carried out its public service role so well that its lead on participation in regional efforts to solve countryside problems drew national attention and substantial outside funding. The institution helped meet manpower needs of the region and served as a cultural center for the community.

Nevertheless, much of the college's publicity focused on its problems. Looking back and analyzing the sources of decline provide valuable lessons for the future of SSU but also for the state's post-secondary institutions in general.

From the outset, SSU labored under serious handicaps: an ambiguous and difficult mission; a governing board perhaps not experienced with this type of institution; an unclear line of authority which permitted a large degree of insularity; advisory groups with incomplete representation; a variety of constituencies without unanimity on goals, mission or points for effective intervention; a strong faculty which was nevertheless overweighted toward traditional liberal studies, structure and internal governance; a capable administration which nonetheless emphasized the non-traditional and disagreed with faculty in structural and governance mechanisms; an overbuilt plant and a non-competitive curriculum mix.

To a handicapped institution, it was no help that this same period saw turmoil come to higher education, particularly the tension and demonstrations of the late 1960's and the formula retrenchments of the early 1970's. Difficult decisions were imposed, embarrassing events occurred in public, high morale turned to bitterness and disillusionment.

To point the finger at persons and groups responsible for the handicaps, the omissions, the misinformation, the events and decisions is no doubt counterproductive because hardly anyone in the cast of characters wears an immaculate costume. At the same time, these are the identical persons and groups who believed in SSU and sincerely labored to support it.

If there is to be an institution in southwest Minnesota, what it needs now is a realistic plan and a broad base of help. All available energies should be directed to a unified effort to alleviate fundamental problem areas. Without such efforts, the future of any institution under any leadership is questionable.

CHAPTER III: POPULATION PROJECTIONS FOR THE 19-COUNTY REGION

Current and future population in the 19-county region and throughout the state will be a primary factor in determining the future educational needs of southwestern Minnesota from kindergarten through college. As the number and age distribution of people in the region changes over time, educational institutions will have to change also to accommodate new circumstances.

The most reliable method of making population projections and enrollment forecasts is through an extension of current and recent historical trends of relevant demographic data, combined with a clear delineation of the assumptions surrounding the projections. In the case of southwestern Minnesota, we do know that the primary economic activity has been agriculture and agriculture related business, and that the total population in the region has remained relatively stable since the turn of the century. Currently, there is no reason to believe this trend will change.

Nonetheless, conditions can change and population projections need to be adjusted to reflect the new circumstances. For example, the number of women of childbearing age and the rate at which they bear children can increase or decrease. When there is a large number of women in childbearing age, even a slight fluctuation in the birth rate in either direction can result in significant changes in the number of live births. Mortality rates, or the number of people in the population who die each year, can change, and migration into a region or state can vary. In addition to these types of demographic phenomena, unforeseen economic events such as a radical increase in the price of energy or a change in federal agricultural policy can occur and alter projected population patterns. As a result, it is necessary to regularly update plans and projections. The projections contained in this chapter are based on the most recent population and educational trends.

This chapter briefly summarizes basic historical and projected population data for Minnesota and the 19-county region. The population data were obtained from the Bureau of Vital Statistics of the Department of Health and from the Office of the State Demographer. Enrollment projections were prepared by the staff of the Higher Education Coordinating Board.

LIVE BIRTHS

Live births in the 19-county region have declined from 8,479 in 1957 to 4,774 in 1974, a decrease of 44 percent. This phenomenon is not restricted to southwestern Minnesota. Statewide, the number of live births has dropped from 88,333 in 1959 to 55,753 in 1974, a decline of 37 percent. The annual number of live births by county in southwestern Minnesota is contained in Appendix C.

Figure 3 summarizes graphically the decline in live births in the 19-county region since 1960. Since 1967 the rate of decline has leveled off. The number of live births increased between 1973 and 1974.

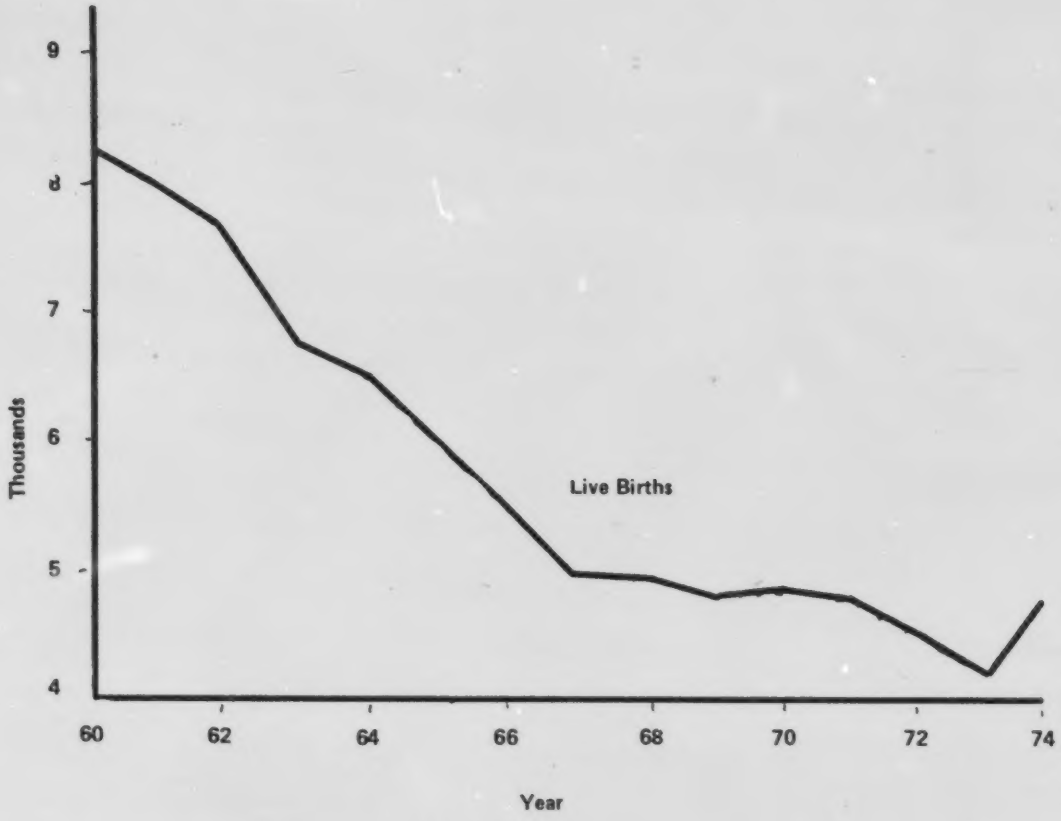
HIGH SCHOOL GRADUATES

The number of high schoo. graduates is closely related to the number of live births 18 years earlier. Minnesota does not experience much loss or gain due to migration into and out of the state. Figure 4 contains projected high school graduates statewide and for the 19-county region through 1990. The shape of the curve is very similar to that of live births in Figure 3. Projected high school graduates by county for southwestern Minnesota are contained in Appendix D.

The number of high school graduates in the 19-county region peaked in 1974 at 7,169 and will decline steadily

FIGURE 3

LIVE BIRTHS, 19-COUNTY REGION



Source: Bureau of Vital Statistics, State Department of Health

until 1990 when approximately 3,434 students will complete high school, a decrease of 52 percent.

The pattern of high school graduates is somewhat different in the 19-county region than in the rest of the state. While the number of high school graduates has begun to decline in southwestern Minnesota, the largest number of high school graduates will not occur statewide until June 1977.

The magnitude of this decline has severe implications for post-secondary education as well as elementary and secondary education in southwestern Minnesota and the rest of the state. The need for physical facilities and faculty will be diminished sharply. In sparsely populated regions of the state, costs will rise and educational resources will be stretched to the limit. School districts and post-secondary education institutions will be forced to retrench and reallocate resources.

ADULT POPULATIONS

The state demographer has recently completed county population projections for Minnesota through the year 2000.[1] These projections have been summarized for the 19-county region in Figure 5 for adult age groups 25-39 and 40-64. Figure 5 reveals that the number of people in these age groups will change significantly between 1975 and 2000. The number of people between the ages 25 and 30 will increase in southwestern Minnesota until 1990 and then decline through the end of the century. The opposite is true for persons between 40 and 64. That older group will decline until 1990 and then increase sharply until the end of the century. The average age of the adult population and work-force, thus, will increase after 1990. Finally, the total number of citizens living in the 19-county region is projected to remain stable through this century. However, the distribution by age categories will change. It is this shifting age distribution which must be recognized and dealt with as the state plans public policy for the future.

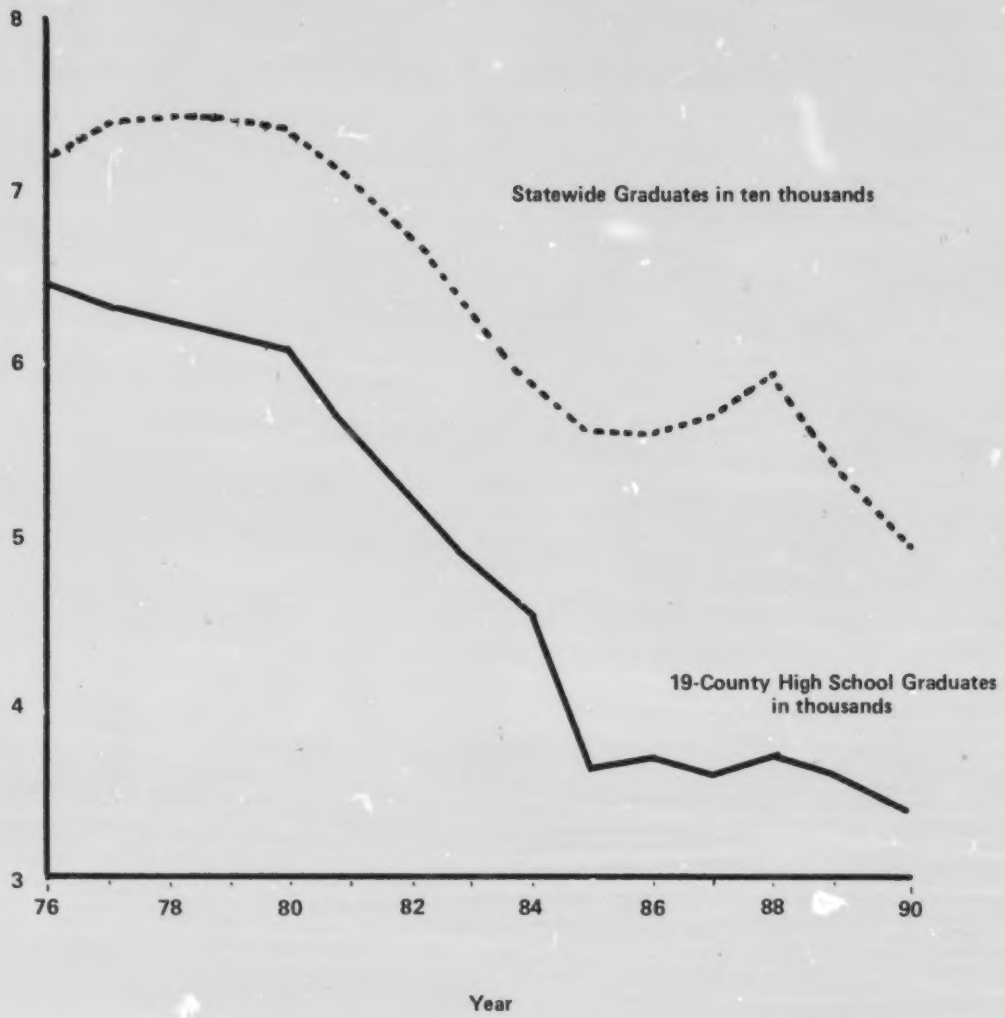
POST-SECONDARY EDUCATION ENROLLMENT PROJECTIONS

The Higher Education Coordinating Board annually projects post-secondary enrollments for each public institution in Minnesota. The projections assume no change in the structure of post-secondary education and only show the results of different attendance rates on high school graduates and young adults. Table 1 contains full-time equivalent enrollment projections for those institutions

[1] *Minnesota Population Projections: 1970-2000,* November 1975, Office of the State Demographer, State Planning Agency, St. Paul, Minnesota.

FIGURE 4

PROJECTED HIGH SCHOOL GRADUATES, 19-COUNTY REGION AND STATEWIDE



Source: Higher Education Coordinating Board

located in the 19-county region and the University of Minnesota, Morris based on the fall 1975 entrance rate to each school.

The projections are for on-campus enrollments of full- and part-time enrollees. The projections include an estimate of enrollments in post-secondary education for persons 25 to 39 years old. Enrollments by this age group correlate closely with part-time enrollment historically.

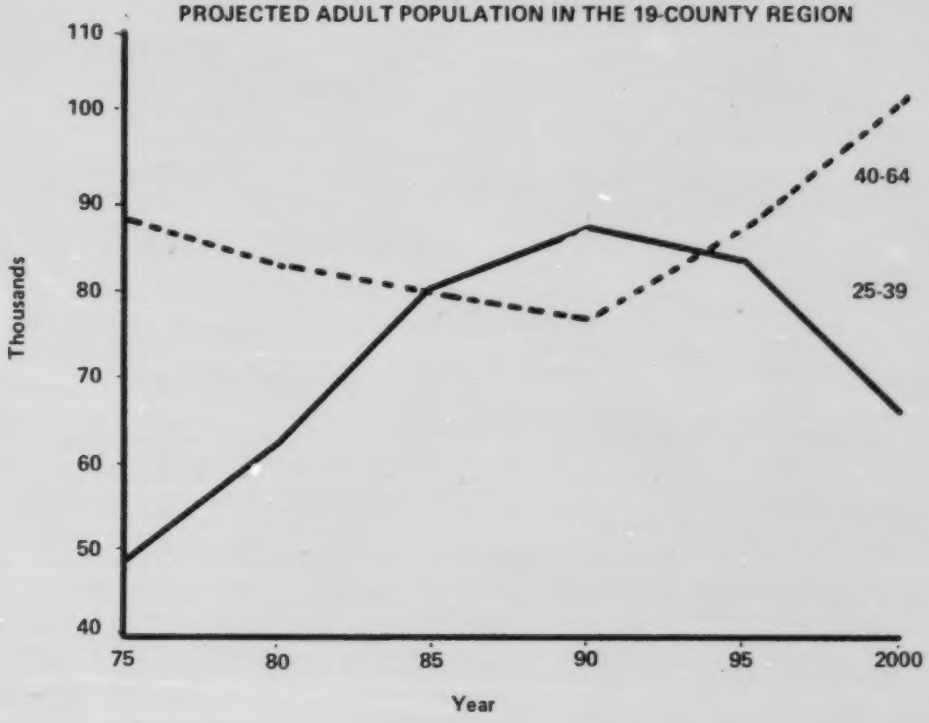
Table 1 reveals that enrollments in collegiate institutions in southwestern Minnesota are projected to decline through 1993 and then increase slightly until 2000. In the aggregate, collegiate enrollments in the region and at Morris will decline approximately 33 percent by 1993.

Enrollments in the area vocational-technical institutes are projected to remain relatively stable overall during the same period for the 19-county region. However, differences are projected to occur within that system. While Pipestone and Willmar will decline and then return to their present enrollment level, Canby, Granite Falls and Jackson will decline more sharply and not recover to current enrollments.

Overall, post-secondary enrollments in the 19-county region, including Morris, are projected to decline 25 percent by 1993.

FIGURE 5

PROJECTED ADULT POPULATION IN THE 19-COUNTY REGION



Source: Minnesota Population Projections, 1970-2000

TABLE 1

PROJECTED FULL-TIME EQUIVALENT ENROLLMENTS AT 1975 ENTRANCE RATE FOR INSTITUTIONS IN THE 19-COUNTY REGION AND THE UNIVERSITY OF MINNESOTA, MORRIS

Year	Southwest State University	U. of M. Morris	Worthington Community College	Willmar Community College	Canby AVTI	Granite Falls AVTI	Jackson AVTI	Pipestone AVTI	Willmar AVTI
1976	1,420	1,594	458	700	368	315	590	441	1,310
1977	1,357	1,590	454	688	338	343	603	401	1,398
1978	1,338	1,570	457	694	329	356	611	514	1,436
1979	1,335	1,572	455	699	328	364	622	527	1,460
1980	1,341	1,580	453	697	327	368	625	534	1,479
1981	1,342	1,582	449	701	326	369	628	540	1,485
1982	1,348	1,579	450	695	326	371	627	542	1,497
1983	1,318	1,546	435	662	325	372	631	546	1,493
1984	1,274	1,493	406	638	313	362	617	538	1,447
1985	1,224	1,415	389	600	300	351	592	521	1,408
1986	1,165	1,334	370	569	286	338	572	507	1,339
1987	1,079	1,235	328	501	273	328	551	492	1,288
1988	1,042	1,173	322	479	245	300	509	459	1,167
1989	1,014	1,145	320	479	240	296	504	455	1,137
1990	1,011	1,143	320	491	235	294	500	453	1,126
1991	998	1,134	318	488	238	298	505	460	1,148
1992	961	1,090	301	475	238	299	506	462	1,150
1993	950	1,075	300	483	230	292	484	446	1,124
1994	950	1,077	308	500	232	293	481	444	1,135
1995	962	1,095	317	517	237	298	486	447	1,160
1996	981	1,131	324	533	243	304	493	453	1,189

CHAPTER IV: CHARACTERISTICS OF STUDENTS FROM SOUTHWESTERN MINNESOTA ENROLLING IN POST-SECONDARY EDUCATION

The University of Minnesota has administered a statewide testing program for all Minnesota high school juniors since 1928. Although the major emphasis of the Minnesota Scholastic Aptitude Test (MSAT) has been measurement of academic aptitude, demographic and biographical questions about students and their families have been added to the instrument. The test provides valuable information about the educational and occupational plans and personal characteristics of high school students from Minnesota. This information is important in determining the extent to which artificial barriers to post-secondary education exist in Minnesota, and it provides some indication of the types of students served by the different systems of post-secondary education.

The University of Minnesota has followed up all high school graduates in 1970 and 1972 to identify those students who enrolled in post-secondary education. The results of this survey have been reviewed. The students have been divided into two groups: those from the 19-county region, and the rest of the state. Attendance in post-secondary education was analyzed in terms of three variables: (1) family income, (2) high school rank of graduates, and (3) academic aptitude of graduates as measured by the overall MSAT score. Planned field of work or study of high school juniors in the 1975-76 school year is also reported in order to provide the most recent summary of student interests.

GENERAL OBSERVATIONS FOR 1972 HIGH SCHOOL GRADUATES

According to the matched MSAT records in the fall of 1972, 44 percent of the 1972 high school graduates from the 19-county region enrolled in post-secondary education, as shown in Table 2. Of those who enrolled, 10.6 percent attended the University of Minnesota, 13.9 percent attended the state university system, 16 percent attended community colleges, 29.6 percent attended AVTIs, 9.2 percent attended out-of-state institutions and 1 percent attended other institutions.

In the fall of 1972, 41 percent of the June 1973 high school graduates from outside the 19-county region enrolled in a post-secondary institution. Of those who enrolled, 21.8 percent attended the University of Minnesota, 16.1

TABLE 2

1972 MINNESOTA HIGH SCHOOL GRADUATES ATTENDING POST-SECONDARY EDUCATION

	From 19-County Region		Outside 19-County Region	
System Attended	Number	Percent	Number	Percent
University of MN	310	10.6	5,365	21.8
State University System	406	13.9	3,964	16.1
Southwest State	193	6.6	171	0.7
Community College System	467	16.0	5,293	21.5
AVTIs	862	29.6	3,559	14.5
Private College	382	13.1	4,207	17.1
Out-of-State	267	9.2	1,783	7.2
Other	30	1.0	286	1.2
TOTAL	2,917	100.0%	24,628	100.0%
Total Graduates	6,650		60,142	
Attendance Rate		44.0%		41.0%

percent attended the state university system, 21.5 percent attended the community colleges, 14.5 percent attended AVTIs, 17.1 percent attended Minnesota private colleges, 7.2 percent attended out-of-state institutions and 1.2 percent attended other institutions.

By comparison, in the fall of 1972, 16 percent of the 1972 high school graduates from the 19-county region attended an institution located in that part of the state, while 28 percent enrolled in an institution outside the area. Also, for the same year, six tenths of one percent of the high school graduates from outside the 19-county region attended an institution located inside the region, while 40 percent chose a campus outside southwestern Minnesota.

Finally, in the fall of 1972 three percent (193) of the 1972 high school graduates from the 19-county region attended Southwest State University and six percent (406) enrolled in other state universities in Minnesota. On the other hand, in the fall of 1972 only three-tenths of one percent of the high school graduates from outside the 19-county region attended Southwest State University and seven percent (3,964) enrolled in other Minnesota state universities.

It appears that high school graduating seniors from the 19-county region are going on to post-secondary education in slightly greater percentages than high school graduates from the rest of the state. However, it appears that for those students going on, a greater proportion of students from the 19-county region are choosing to attend vocational-technical institutes and fewer are choosing to attend a University of Minnesota campus than are high school graduates from outside the 19-county region. The patterns of attendance for the other systems of post-secondary education look similar when comparing students from within the 19-county region with students from outside the 19-county region.

Students who graduated from high school in 1972 from the 19-county region chose by a ratio of two to one to attend an institution located outside the area, while students from outside the 19-county region did not elect in any significant numbers to attend an institution located in southwestern Minnesota.

Southwest State University attracted one in three students from the 1972 graduating pool of the 19-county region who elected to attend a campus of the state university system. And, in comparison, Southwest State University attracted only one of 25 high school graduates from outside the 19-county region who enrolled at a state university campus.

FAMILY INCOME

Family income directly influences the type and location of post-secondary educational institutions which students attend. Of the higher income students in southwestern Minnesota, 75 percent of those going on to post-secondary education enrolled in schools outside the 19-county region.

This phenomenon may be partially explained by the fact that the 19-county area does not include any private institutions, which traditionally draw a significant number of students from the higher income categories. However, there are also a significant number of students from this group who leave the area to attend other state universities, community colleges, and the University of Minnesota.

Of the lower income students from the region, one in two enrolls in institutions outside the 19-county area, even though there are eight public post-secondary institutions closer to home.

Slightly less than half the high school graduates in the area do not go on to post-secondary institutions, and the family income patterns of these students are very different from the patterns for students enrolling in collegiate institutions, but the patterns are very similar to those students in vocational institutions. Thus, to the extent family income is a factor, any future increase in post-secondary enrollment in the region would apparently occur in vocational rather than collegiate institutions.

Students at Southwest State University come from families with incomes which are comparable to those for students enrolled at the University of Minnesota, Morris, or other state universities. Southwest State students have a significantly higher average family income than students enrolled at AVTIs. Since there is no discernible difference between family income for students enrolled at Southwest State and students enrolled outside the region, Southwest State students would appear to have the financial capacity to enroll in post-secondary institutions outside the southwest area, as shown in Figure 6.

HIGH SCHOOL RANK

A strong correlation exists between high school rank and the type of post-secondary institution in which students enroll. Among students who graduated in the upper half of their high school classes, two of three went on to post-secondary education, and of those students, three of four attended collegiate institutions.

By contrast, students in the lower half of their high school classes are less likely to attend a post-secondary institution of any kind. One in three of the students in the lower half of their high school classes went on to post-secondary education in 1972, and of those, one of two attended a vocational school. This result is partly due to the traditional selection process of collegiate institutions. Students enrolled in AVTIs and students who did not attend post-secondary education have a lower average high school rank than students going on to collegiate institutions.

The high school ranks of students at Southwest are similar to students at community colleges. Thus, insofar as high school rank is a factor, Southwest State University does not compete with private colleges or the University of Minnesota for students but does compete for students with the community colleges and other state universities, as shown in Figure 7.

SCHOLASTIC APTITUDE

Enrollment patterns of students by scholastic aptitude are substantially the same as the enrollment patterns of students according to high school rank. Students with the highest scores on the MSAT tend to enroll in the University of Minnesota or private colleges. Students with low MSAT scores tend to enroll in AVTIs or not to enroll at all. Students with scores in between tend to enroll at Southwest State University, other state universities, and community colleges, which accounts for the extensive overlap among the collegiate systems.

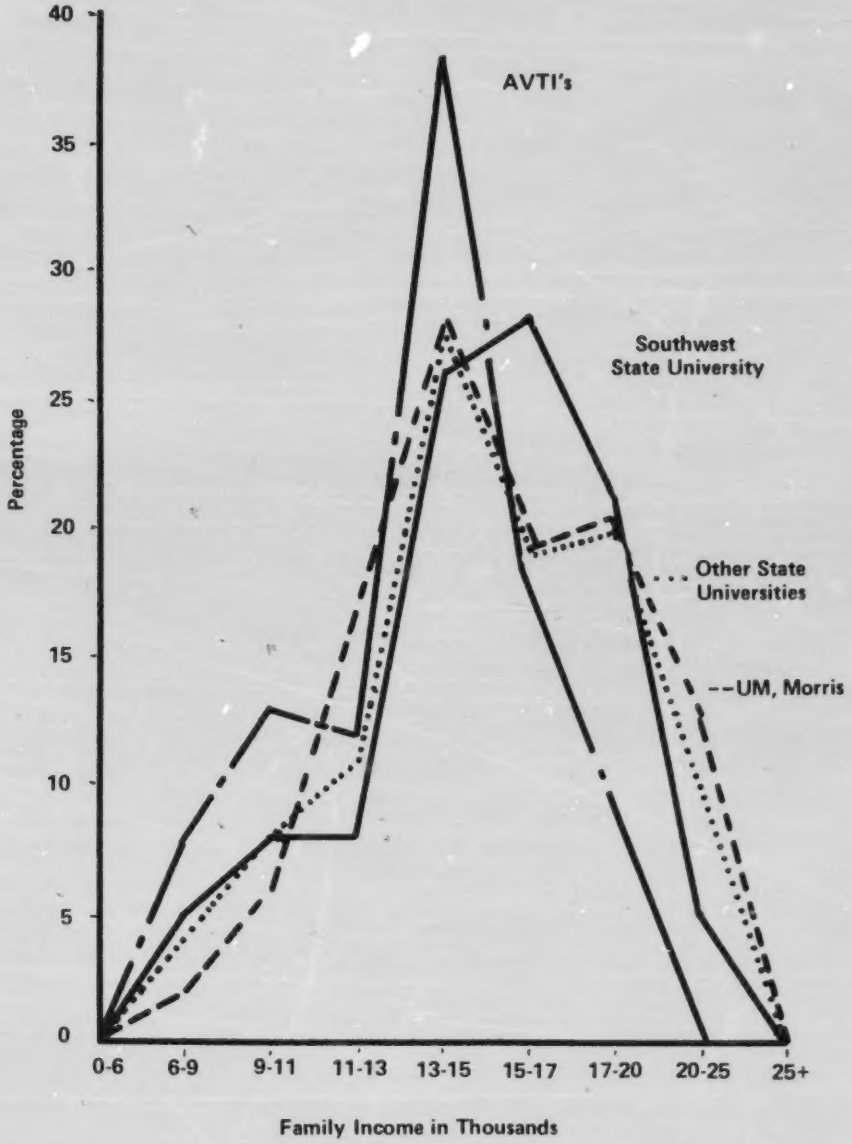
This differentiation appears to be the result not only of the traditional appeal of private colleges and the University of Minnesota for high ranking students, but also of the selection process used by those institutions in accepting students.

CAREER PLANS AND CHOICE OF MAJOR

The career plans and designated choice of the major of high school juniors are not reliable indicators of what in fact students will study in college. The choice of major shifts extensively after students enroll in post-secondary education. As a result, occupational plans and study plans for high school students is presented only to provide a general picture of what high school juniors in 1975-76 from

FIGURE 6

PERCENTAGE DISTRIBUTION OF NEW ENTERING FULL-TIME FRESHMEN FROM WITHIN THE 19-COUNTY REGION ENROLLING IN POST-SECONDARY EDUCATION BY FAMILY INCOME IN 1972



CHAPTER V: A DESCRIPTION OF POST-SECONDARY EDUCATION IN SOUTHWESTERN MINNESOTA

BACKGROUND

Eight public post-secondary institutions are located in the 19-county region. Several nearby institutions also serve students from southwestern Minnesota and offer programs in the region. Two institutions which are adjacent to the 19-county region and which have an important programmatic impact on the area are Mankato State University and the University of Minnesota, Morris. Therefore, information about them is included in this section.

The primary resources of a post-secondary institution are the physical plant, the annual operating budget which supports the institution and the faculty and staff who conduct the instructional, research and public service programs for students and other clientele.

Table 4 includes several basic measures for each institution. It reveals that the eight campuses located in the 19-county region vary substantially with respect to enrollment, full-time instructional faculty, average cost and space per student. Most of the cost differences are caused by variations in programs and enrollments. For example, vocational and technical programs are more expensive per student than general education or academic programs. In some cases, high costs are also caused by physical plant and administrative support expenditures which exceed minimal enrollment-related requirements.

Table 4 is intended to provide a general picture of the current situation and to act as a reference point for the following analysis. One additional comment is offered. Due to its extreme underuse, Southwest State University is characterized by significantly higher average cost per student than any comparable institution.

ENROLLMENTS

Full-time enrollments have declined 13 percent in the 19-county region since 1970. This decline, however, has not been uniform among the eight campuses. In fact, some institutions have experienced enrollment increases during the last five years, as shown in Table 5.

The enrollment decline has occurred primarily at two collegiate campuses in southwestern Minnesota: Southwest State University, down 47 percent from 3,051 to 1,627; and Worthington Community College, down 38 percent from 741 to 462. Enrollments at Willmar Community College have remained virtually stable, with a decline of only ten students in six years. Overall, collegiate enrollments in southwestern Minnesota have decreased 38 percent from 4,538 full-time equivalent students in 1970 to 2,825 in fall 1975. The University of Minnesota, Morris has declined 208 full-time equivalent students since 1972.

In contrast, attendance at area vocational-technical institutes has increased during the same period from 2,252 to 3,024, or 34 percent. Willmar AVTI has experienced the largest absolute and percentage growth, increasing from 807 to 1,310 students, or 62 percent.

NEW ENTERING FULL-TIME FRESHMEN

Attendance rates in post-secondary education are an important measure of long-term and new trends in student behavior. As attendance rates fluctuate, they provide an indication of the type of educational programs new students are seeking; they also determine overall enrollment levels in an institution as freshmen progress through the instructional program to graduation. Several consecutive fall enrollments of small freshmen enrollments will result in a substantially lower institutional enrollment as larger classes graduate, students transfer or drop out of school.

New entering full-time freshmen (NEF) enrollments in post-secondary institutions in the 19-county region are summarized in Tables 6-8 and Figure 8. Table 6 shows that the number of new entering freshmen enrolling in collegiate

TABLE 4

BASIC DATA FOR POST-SECONDARY INSTITUTIONS IN 19-COUNTY REGION
MANKATO STATE UNIVERSITY AND THE UNIVERSITY OF MINNESOTA, MORRIS
1975-76

Institution	Full-Time Equivalent Students[a]	Full-Time Equivalent Instructional Faculty	Average Instructional Cost/Student[b]	Academic Assignable Sq. Ft./Student
Southwest State University	1,503	121.34	$3,062	264
Willmar Community College	730	27.00	1,471	79
Worthington Community College	448	25.80	2,535	132
Canby AVTI	471	30.93	2,506	140
Granite Falls AVTI	342	23.30	2,157	133
Jackson AVTI	741	44.00	1,895	87
Pipestone AVTI	465	33.00	2,321	134
Willmar AVTI	1,392	103.00	1,907	82
UM, Morris	1,595	87.70	2,427	163
Mankato State University	9,456	462.06	1,726	131

[a]All enrollments are estimates except Southwest which is the actual annual on-campus enrollment.

[b]Does not include other direct and support expenditures.

TABLE 5

FULL-TIME EQUIVALENT ENROLLMENTS, POST-SECONDARY INSTITUTIONS,
IN 19-COUNTY REGION AND THE UNIVERSITY OF MINNESOTA, MORRIS
FALL

Institution	1970	1971	1972	1973	1974	1975
Southwest State University	3,051	3,029	2,602	2,128	1,787	1,627
UM, Morris	1,805	1,815	1,914	1,802	1,652	1,706
Willmar Community College	746	707	680	702	699	736
Worthington Community College	741	677	616	550	448	462
Canby AVTI	358	330	378	376	368	368
Granite Falls AVTI	230	257	288	292	250	315
Jackson AVTI	481	426	419	454	439	590
Pipestone AVTI	376	396	444	462	401	441
Willmar AVTI	807	1,003	1,104	1,065	1,136	1,310
Total	8,595	8,640	8,445	7,831	7,180	7,555

institutions in the 19-county region has declined from 1,010 in fall 1967 to 828 in fal' 1975, or 21 percent. Since 1970, the peak year for new entrants in the collegiate institutions in southwestern Minnesota, the number of new freshmen has declined 49 percent.

Since 1972, when comparable data are available for area vocational-technical institutes, new entering freshmen have declined slightly in the region from 3,030 to 2,963 (excluding Morris).

Table 7 summarizes the number of new entering freshmen from the 19-county region. New entering freshmen from southwestern Minnesota enrolling in collegiate institutions in that region have declined 23 percent, from 851 in fall 1967 to 661 in fall 1975.

New entering freshmen attendance in collegiate institutions in the 19-county region peaked in fall 1970, as Tables 6 and 7 indicate. The decline in regional freshmen between 1970 and 1975 was 36 percent, from 1,043 to 661. New entering collegiate enrollments by freshmen from outside the area have declined 72 percent, exactly twice the rate for local freshmen. New entering full-time freshmen, during this period, at Southwest State University, have decreased from a high point of 1,016 in fall 1970 to 299 in fall 1975, or approximately 70 percent. New entering freshmen at Worthington Community College have declined 32 percent since 1968.

Table 8 summarizes the percentage of high school graduates from the 19-county region enrolling in post-secondary institutions in southwestern Minnesota since 1967. These attendance rates are derived by dividing the new entering freshmen by the number of high school graduates in the 19-county region the previous spring.

The percentage of high school graduates from the region enrolling in collegiate institutions in southwestern Minnesota has declined from 14.8 percent in the fall of 1970 to

TABLE 6

NEW ENTERING FULL-TIME FRESHMEN ENROLLING IN POST-SECONDARY INSTITUTIONS IN SOUTHWESTERN MINNESOTA AND THE UNIVERSITY OF MINNESOTA, MORRIS FALL

Institution	1967	1968	1969	1970	1971	1972	1973	1974	1975
Southwest State University	428	808	798	1,016	719	540	403	339	299
UM, Morris	397	432	523	544	518	515	474	507	480
Willmar Community College	300	284	375	318	312	313	312	348	324
Worthington Community College	282	297	294	285	286	238	223	181	205
Canby AVTI						256	195	242	197
Granite Falls AVTI						280	221	190	231
Jackson AVTI						316	273	292	422
Pipestone AVTI						201	313	314	295
Willmar AVTI						886	823	915	990
Total						3,545	3,231	3,328	3,443

TABLE 7

NEW ENTERING FULL-TIME FRESHMEN FROM 19-COUNTY REGION ENROLLING IN POST-SECONDARY INSTITUTIONS IN SOUTHWESTERN MINNESOTA AND THE UNIVERSITY OF MINNESOTA, MORRIS FALL

Institution	1967	1968	1969	1970	1971	1972	1973	1974	1975
Southwest State University	357	559	507	523	383	285	250	232	215
UM, Morris	120	113	113	132	143	150	163	171	153
Willmar Community College	233	205	292	239	236	249	224	268	249
Worthington Community College	261	277	279	272	267	225	207	174	197
Canby AVTI						228	173	218	170
Granite Falls AVTI						222	181	167	203
Jackson AVTI						273	231	240	369
Pipestone AVTI						187	221	222	209
Willmar AVTI						649	636	686	700
Total						2,468	2,286	2,378	2,465

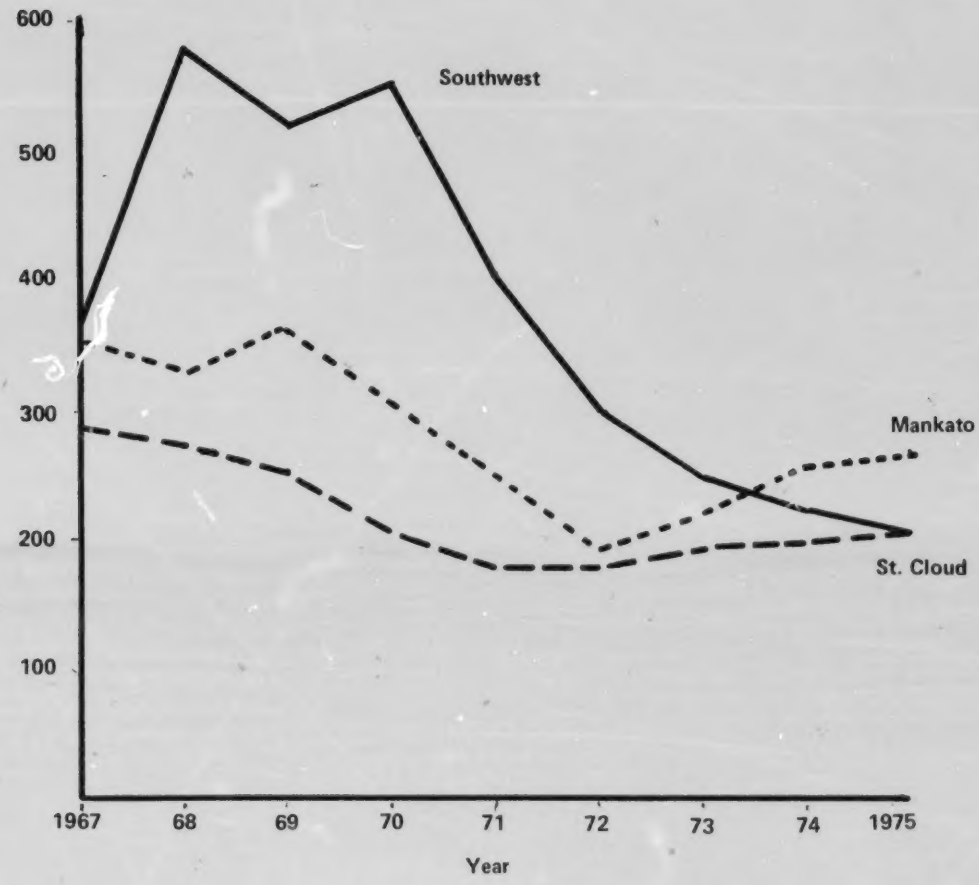
TABLE 8

PERCENTAGE OF 19-COUNTY HIGH SCHOOL GRADUATES ENROLLING IN POST-SECONDARY INSTITUTIONS IN SOUTHWESTERN MINNESOTA AND AT THE UNIVERSITY OF MINNESOTA, MORRIS FALL

Institution	1967	1968	1969	1970	1971	1972	1973	1974	1975
Southwest State University	5.3%	8.2%	7.1%	7.5%	5.5%	4.1%	3.5%	3.2%	3.1%
UM, Morris	1.8	1.7	1.6	1.9	2.0	2.2	2.3	2.4	2.2
Willmar Community College	3.4	3.0	4.1	3.4	3.4	3.6	3.2	3.7	3.6
Worthington Community College	3.9	4.1	3.9	3.9	3.8	3.3	2.9	2.4	2.9
Canby AVTI						3.3	2.4	3.0	2.5
Granite Falls AVTI						3.2	2.6	2.3	3.0
Jackson AVTI						4.0	3.3	3.3	5.4
Pipestone AVTI						2.7	3.1	3.1	3.1
Willmar AVTI						9.4	9.0	9.6	10.2
Total						35.80	32.30	33.00	36.00

FIGURE 8

NEW ENTERING FULL-TIME FRESHMEN FROM THE 19-COUNTY REGION AT THREE STATE UNIVERSITIES



Source: Higher Education Coordinating Board

9.6 percent in fall 1975, or 35 percent. In the same period, the attendance rate of 19-county region high school graduates in all collegiate institutions in the state declined 11.6 percent, from 36.3 percent to 32.1 percent. The attendance rate for high school graduates enrolling in area vocational-technical institutions, in comparison, has increased from 22.6 percent in fall 1972 to 24.2 percent in fall 1975.

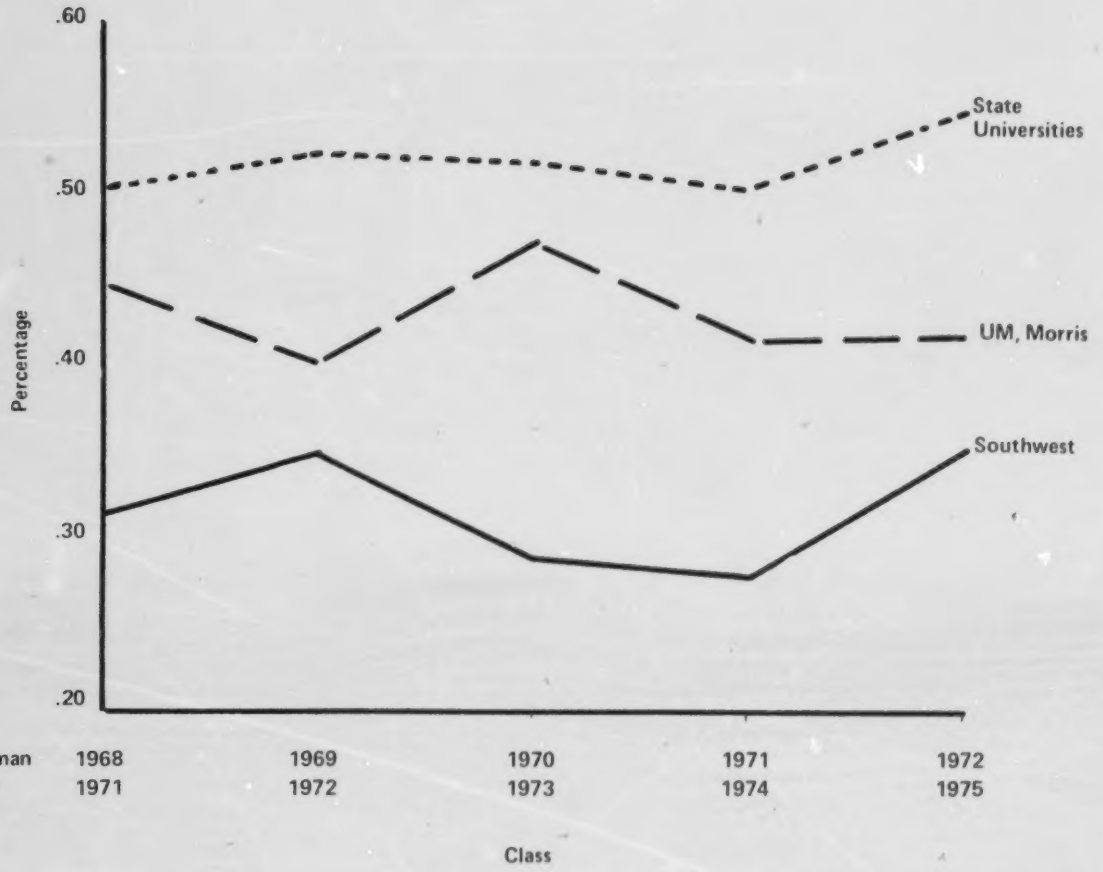
The number of new entering full-time freshmen from the 19-county region enrolling in three state universities since 1967 is presented in Figure 8. It shows that Mankato State University in fall 1975 enrolled more freshmen from the 19-county region than did Southwest State University. St. Cloud State University and Southwest State University enrolled the same number of new entering freshmen from the 19-county region in fall 1975. Figure 8 illustrates the steady decline in the number of new entering freshmen from southwestern Minnesota choosing to attend Southwest State University since 1970. It shows that the number of new entrants in this system has remained steady overall. Jackson AVTI has experienced the largest percentage increase, while Canby AVTI has declined slightly since 1972.

RETENTION AT SOUTHWEST STATE UNIVERSITY

Figure 9 shows the percentage of freshmen at Southwest State University, the University of Minnesota, Morris, and in the State University System who enrolled as seniors four years later. The figure clearly reveals that the class retention rate at SSU is lower than Morris and the State University System. In other words, a larger percentage of freshmen left SSU and either transferred to another institution or entered the labor market. While dropping out of post-secondary education should not be viewed as a negative social phenomenon; the discrepancy between SSU and the other institutions highlights part of the enrollment problem at Southwest, namely that a higher percentage of freshmen do not enroll through their senior year.

FIGURE 9

CLASS RATE RETENTION AT SOUTHWEST, UNIVERSITY OF MINNESOTA, MORRIS AND OTHER STATE UNIVERSITIES



PHYSICAL FACILITIES

In the aggregate, physical facilities for post-secondary education are underused in the 19-county region. The amount of space per student varies widely by campus, indicating that facilities for instruction and related educational purposes are not evenly distributed. As a result, while some institutions are burdened with excess space, others are requesting and have been authorized funds for additional new construction.

An assessment of the space situation can be made by deriving the amount of academic assignable square feet per student at each campus. Academic space per student is not a measure of utilization. Rather, it is a proxy for the amount of space at an institution to accommodate the educational program. Variations in the amount of space per student legitimately exist in post-secondary education due to differences in the type of programs offered and the configuration of physical plants.

As Table 9 shows, however, the variance found in the institutions in southwestern Minnesota is unusually great and stems from underenrollments, particularly at Southwest State University and Worthington Community College.

More valid comparisons can be made by reviewing space per student within a system. Tables 10-12 contain the amount of academic space per student by campus and system. The campuses of the State University System are presented in Table 10.

Table 10 shows that with the exception of Southwest State University the amount of space per student does not vary extensively, overall. Southwest State University, however, has more than twice as much space per student than any other institution in the State University System and almost twice as much space per student as the University of Minnesota, Morris. The capacity of Southwest State University is derived from the average number of contact hours per full-time equivalent student, the actual

TABLE 9

ACADEMIC ASSIGNABLE SQUARE FEET PER FTE STUDENT, FALL 1975

Institution	Assignable Square Feet	Fall 1975 FTE	ASF/ FTE
Southwest State University	429,909	1,503	285
UM, Morris	279,712	1,706	163
Willmar Community College	58,270	736	79
Worthington Community Colle	60,962	462	132
Canby AVTI	66,000	471	140
Granite Falls AVTI	45,582	342	133
Jackson AVTI	64,938	741	87
Pipestone AVTI*	62,608	465	134
Willmar AVTI	115,323	1,392	82

*Includes authorization to build for $520,000 which is planned to add 15,300 ASF by fall, 1977.

TABLE 10

ACADEMIC ASSIGNABLE SQUARE FEET PER FTE STUDENT, STATE UNIVERSITY SYSTEM, FALL 1975

Institution	Academic Assignable Square Feet	FTE Students	ASF/FTE
Bemidji	552,427	4,050	136
Mankato	1,068,106	8,176	131
Moorhead	586,700	4,778	123
St. Cloud	935,275	8,481	110
Southwest	429,909	1,503	285
Winona	450,250	4,026	112
System Total	4,022,667	31,138	129

number of stations in classrooms and laboratories, and standard room utilization and station occupancy rates as prescribed by the Bareither Model.[1] Calculations indicate that on the average Southwest's laboratories could accommodate 2,705 full-time students and its classrooms between 1,725 and 2,070. Based on these figures and assuming that students wish to enroll according to the current mix of laboratory and classroom courses, Southwest could enroll from 4,430 to 4,775 full-time students. In comparison, the 1975-76 full-time enrollment of 1,503 required less than 40 percent of the physical plant's total capacity.

In the Community College System greater variation in space per student is found, as shown in Table 11. These variations are explained primarily by the fact that the Community College Board has implemented a space standard for institutions with different enrollment levels. As enrollments increase in the Community College System, the amount of space per student is decreased to achieve economies of scale.[2] The system goal for Worthington Community College is 85 feet per student. Worthington now has 132 feet per student, which is more than any other institution in the Community College System. Willmar Community College is currently at the space figure recommended by the system of 80 feet per student.

The University of Minnesota system is presented in Table 12. Comparisons within the University of Minnesota are difficult because of the wide differentiation of missions and programs on each campus. Of the University of Minnesota coordinate campuses, Morris has the largest amount of space per student and with the exception of Southwest State University has more space per student than any other public institution in the state. Similar information is not available for area vocational-technical institutes.

A final observation is relevant at this point. If one were to combine all of the collegiate institutions in Minnesota into one system and array them in the order of largest amount of space per student to smallest, Southwest State University, the University of Minnesota, Morris and Worthington Community College would rank first, second and fourth. (This comparison excludes the University of Minnesota, Crookston and the University of Minnesota, Waseca which have not reached their projected enrollment levels following their recent development but have been increasing.)

TABLE 11

ACADEMIC ASSIGNABLE SQUARE FEET PER FTE STUDENT COMMUNITY COLLEGE SYSTEM, FALL 1975

Institution	Academic Assignable Square Feet	FTE Students	ASF/ FTE	System Goal ASF/FTE
Anoka Ramsey	112,185	1,863	60	60
Austin	77,618	802	97	80
Brainerd	58,767	531	111	80
Fergus Falls	67,126	556	121	80
Hibbing	73,627	574	128	80
Inver Hills	90,081	1,415	64	66
Itasca	60,750	497	122	86
Lakewood	95,631	2,042	47	56
Mesabi	71,486	691	103	80
Metropolitan	85,234	1,297	66	66
Normandale	118,102	3,174	37	53
North Hennepin	120,545	2,498	48	56
Northland	36,863	328	112	86
Rainy River	36,455	334	109	86
Rochester	116,644	2,254	52	56
Vermilion	33,764	395	85	86
Willmar	58,270	736	79	80
Worthington	60,962	462	132	86
System	1,373,840	20,449	67	

TABLE 12

ACADEMIC ASSIGNABLE SQUARE FEET PER FTE STUDENT UNIVERSITY OF MINNESOTA SYSTEM, FALL 1975

Institution	Academic Assignable Square Feet	FTE Students	ASF/FTE
Twin Cities	5,551,448	38,272	145
Duluth	618,621	5,600	110
Crookston	89,549	877	102
Morris	278,712	1,706	163
Waseca	95,061	686	139
System	6,633,391	47,141	141

[1] *University Space Planning*, Harlan D. Bareither and Jerry L. Schillinger (University of Illinois Press: Urbana, 1968).

[2] Community College System space goals, 1) 0-499 FTE requires 87 ASF/student, 2) 400-999 FTE requires 80 ASF/student, 3) 1000-1499 FTE requires 66 ASF/student, 4) 1500-1999 FTE requires 60 ASF/student, 5) 2000-2499 FTE requires 56 ASF/student, 6) 2500+ FTE requires 53 ASF/student.

PROGRAMS AND COSTS

This section contains detailed information by campus and program on enrollments, staffing and costs per student for each institution in the 19-county region, as well as the University of Minnesota at Morris and Mankato State University. Historical enrollment data are provided for Southwest State University in order to review trends or shifts in student program choices during the last five years.

A wide variety of instructional programs is available to students enrolling in post-secondary education in southwest Minnesota. In the collegiate institutions, students can select liberal arts, education, business, technology, nursing and agriculture. Instruction in the area vocational-technical institutes is equally broad, including agriculture, business and office-occupations, distributive education, health occupations, home economics, technical education and trade and industry. Graduate and professional programs are not available to students at schools located in the 19-county region.

Costs per student in post-secondary education vary widely among systems, institutions, programs and levels of instruction. Generally, graduate, professional, technical and occupational programs cost more per student than general academic instruction. Several other factors also contribute to variations in the cost of instruction and explain why comparable programs have variable costs in different institutions. The size, average salary and distribution of faculty by rank or seniority can have a substantial effect on program and per student costs. As faculty are promoted to higher ranks or accumulate seniority, the cost of instruction will increase if enrollments and teaching loads remain constant. If enrollments decline or work loads are reduced, costs will also increase.

STATE UNIVERSITY SYSTEM

The personnel policy of the State University Board is to provide each campus with a core administrative team and to staff the instructional program at 19 to 1 for undergraduates and 13 to 1 for graduate students. Counselors and librarians are funded out of the instructional complement at each institution. Within a campus, each administrative staff is free to allocate personnel among instructional programs. As a result, if an institution chooses to emphasize support for certain programs, it may do so; but its staffing ratio and cost per student will vary from other institutions in that system. Overall, however, staffing must conform to the system level of 19 and 13 to 1 for undergraduate and graduate enrollments.

Southwest State University

Southwest State University has received special funding from the legislature since it opened. As enrollments have declined during the last five years, the legislature has continued to provide supplementary resources to the university in order to cushion the impact of retrenchment and to preserve the core program. As a result, the cost per student for instruction and support services substantially exceeds comparable costs at other state universities.

During the 1975-76 academic year, Southwest State University enrolled 1,503 students, as shown in Table 13. The instructional staff at the university totaled 116.34, which provides an overall institutional student-staff ratio of 12.9 to 1. If Southwest State University were staffed like other state universities, it would be entitled to 79.1 full-time instructional staff, including librarians and counselors. The legislatively funded supplemental staff in 1975-76 at Southwest State University totaled 37.24 full-time faculty.

Staffing ratios among instructional programs at Southwest State University range from 22.6 to 1 in education and 2.8 to 1 in chemical engineering technology. The five most expensive instructional programs are chemical engineering technology, $10,406/student; electrical engineering technology, $4,954/student; foreign languages, $4,846/student; philosophy, $4,664/student; and chemistry, $2,503/student.

The average instructional cost per student at Southwest State University is $3,659. By comparison, the average instructional cost per student at Mankato State University in 1975-76 was $1,726.

Tables 14, 15, and 16 contain historical enrollments by instructional program at Southwest State University. Full-year equivalent students are summarized in Table 14. Between 1972 and 1975 only two instructional programs had enrollment increases. Chemical engineering technology increased from 1.93 full-year equivalent students to 2.76. Hotel, restaurant and institutional management increased from 47.73 to 50.64 full-year equivalent students. Together, these two programs accounted for an increase of 3.74 students. All other instructional programs at Southwest State University experienced a decline between 1972 and 1975.

The distribution of students by instructional program is contained in Table 15. It shows the percentage of student credit hours produced by programs and the relative size of programs over time. While the pattern is characterized by relative stability, certain programs have increased as a percent of the total during the four years, including accounting, art, biology, earth/space science, education, marketing, music and psychology, a variety of study fields. Percent decreases have occurred in chemistry, foreign languages, interdisciplinary studies, language and literature and philosophy. The actual and percent change in student credit hours by instructional program between 1972 and 1975 is presented in Table 16. Those programs experiencing increases are identified under the increase column. Those programs which have had decreases are found in the decrease column. The percent change for each is presented in the last column of the table. The most severe declines in student credit hours have occurred in business administration, education, language and literature and physical education and health. As indicated above, only two programs have increased between 1972 and 1975. The total decline for the institution over the four-year period was 46,197 student credit hours, or 40.6 percent.

Southwest State University Services for Handicapped Students

Southwest State University's barrier-free environment and rehabilitation program provide a unique setting for students with physical handicaps to study technical and liberal arts disciplines. In 1975-76, the program served 183 handicapped students from Minnesota and nearby states. The university enrolls physically handicapped students ranging from those who are totally independent to those who require some attendant care for daily living activities.

The regular student services of the university and the basic rehabilitation program provide the students with a variety of supporting activities. These include counseling, work experience, physical therapy, speech therapy, physical education, social-recreational activities, wheelchair sports and athletic activities and supervised attendant care.

The Basic Rehabilitation Services Program has been funded through several sources; the federal government has provided more than 50 percent of the money through federal special service grants and other grants. State and private funds have supplemented federal assistance.

TABLE 13

ENROLLMENT, STAFFING AND COST PER STUDENT BY STUDY FIELD
SOUTHWEST STATE UNIVERSITY
1975-1976

Study Field	FYE	FTE Staff	Student/ Staff Ratio	Average Instructional Cost/Student
Accounting	67.29	3.00	22.4	$2,934
Agriculture Business	12.98	1.00	13.0	3,682
Art (History & Studio)	55.22	4.00	13.8	3,425
Biology	77.47	5.00	15.5	3,481
Business Administration	95.58	4.30	22.2	3,005
Business Education	24.20	2.00	12.1	3,932
Chemical Eng. Tech.	2.76	1.00	2.8	10,406
Chemistry	41.73	5.00	8.3	2,503
Earth/Space Science	36.33	2.00	18.2	3,225
Economics	0.27	0.00	–	2,378
Education	146.62	6.50	22.6	3,610
Electrical Eng. Tech.	21.56	3.00	7.2	4,954
Foreign Language	32.87	5.00	6.6	4,846
History	50.89	6.00	8.5	4,185
HRI Management	50.64	2.84	17.8	3,527
Language & Literature	124.73	12.00	10.4	3,699
Machine Design Tech.	9.02	1.50	6.0	5,325
Marketing	20.38	1.20	17.0	3,249
Math. & Computer Science	85.33	6.00	14.2	3,430
Mechanical Eng. Tech.	26.33	2.00	13.2	3,869
Music	68.71	6.00	11.5	3,709
Philosophy	16.36	3.00	5.5	4,664
P. E. & Health	159.88	12.50	12.8	3,641
Physics	42.38	3.00	14.1	3,735
Political Science	24.00	3.00	8.0	4,278
Psychology	63.00	3.50	18.0	3,189
Sociology/Anthropology	74.56	5.00	14.9	3,319
Speech	35.84	3.00	11.9	3,573
Theatre	36.56	4.00	9.1	3,890
Total	1,503.59	116.34	12.9	$3,659

TABLE 14

FULL-YEAR EQUIVALENT ENROLLMENT BY STUDY FIELD
SOUTHWEST STATE UNIVERSITY

Field	ACADEMIC YEAR 72-73	73-74	74-75	75-76
Accounting	72.75	70.09	72.16	67.29
Agriculture Business	15.29	18.00	10.60	12.98
Art (History & Studio)	68.04	63.53	55.84	55.22
Biology	101.78	90.20	31.49	77.47
Business Administration	167.87	137.76	112.78	95.58
Business Education	35.75	38.78	32.18	24.20
Chemical Engineering Technology	1.93	2.76	2.53	2.76
Chemistry	82.13	66.11	56.29	41.73
Earth/Space Science	41.98	40.22	39.93	36.33
Economics	19.82	7.29	4.00	0.27
Education	215.76	177.58	126.16	146.62
Electrical Engineering Technology	28.06	32.40	23.71	21.56
Foreign Language	60.27	56.96	41.78	32.87
History	84.38	87.51	63.24	50.89
HRI Management	47.73	66.42	55.78	50.64
Interdisciplinary Studies	143.62	33.29	42.89	
Language & Literature	271.31	188.98	138.02	124.73
Machine Design Technology	15.33	9.47	8.11	9.02
Marketing	26.31	24.11	19.33	20.38
Mathematics & Computer Science	139.27	109.89	91.62	85.33
Mechanical Engineering Technology	26.49	25.93	23.64	26.33
Music	90.87	75.20	78.80	68.71
Philosophy	32.53	27.24	17.78	16.36
Physical Education & Health	290.07	187.31	178.49	159.98
Physics	76.35	52.36	48.67	42.38
Political Science	41.78	39.64	38.04	24.00
Psychology	85.58	69.53	61.93	63.00
Sociology/Anthropology	123.40	109.62	92.93	74.56
Speech	59.11	56.60	43.96	35.84
Theatre	64.60	55.31	47.04	36.56
Total	2,530.16	2,020.09	1,709.72	1,503.59

TABLE 15

PERCENTAGE DISTRIBUTION OF FULL-YEAR EQUIVALENT ENROLLMENT
BY STUDY FIELD
SOUTHWEST STATE UNIVERSITY

Study Field	ACADEMIC YEAR 72-73	73-74	74-75	75-76
Accounting	2.9%	3.5%	4.2%	4.5%
Agriculture Business	0.6	0.9	0.6	0.9
Art (History & Studio)	2.7	3.1	3.3	3.7
Biology	4.0	4.5	4.8	5.2
Business Administration	6.6	6.8	6.6	6.4
Business Education	1.4	1.9	1.9	1.6
Chemical Engineering Technology	0.1	0.1	0.1	0.2
Chemistry	3.2	3.3	3.3	2.8
Earth/Space Science	1.7	2.0	2.3	2.4
Economics	0.8	0.4	0.2	a
Education	8.5	8.8	7.4	9.8
Electrical Engineering Technology	1.1	1.6	1.4	1.4
Foreign Language	2.4	2.8	2.4	2.2
History	3.3	4.3	3.7	3.4
HRI Management	1.9	3.3	3.3	3.4
Interdisciplinary Studies	5.7	1.6	2.5	
Language & Literature	10.7	9.4	8.1	8.3
Machine Design Technology	0.6	0.5	0.5	0.6
Marketing	1.0	1.2	1.1	1.4
Mathematics & Computer Science	5.5	5.4	5.4	5.7
Mechanical Engineering Technology	1.0	1.3	1.4	1.8
Music	3.6	3.7	4.6	4.6
Philosophy	1.3	1.3	1.0	1.1
Physical Education & Health	11.5	9.3	10.4	10.6
Physics	3.0	2.6	2.8	2.8
Political Science	1.7	2.0	2.2	1.6
Psychology	3.4	3.4	3.6	4.2
Sociology/Anthropology	4.9	5.4	5.4	5.0
Speech	2.3	2.8	2.6	2.4
Theatre	2.6	2.7	2.8	2.4

[a]Less than 0.1%.

TABLE 16

ACTUAL AND PERCENT CHANGE IN STUDENT CREDIT HOURS BY STUDY FIELD
SOUTHWEST STATE UNIVERSITY
1972 AND 1975

Study Field	Increase	Decrease	Percent Change
Accounting		246	7.5%
Agricultural Business		104	15.1
Art		577	18.8
Biology		1,094	23.9
Business Administration		3,253	43.1
Business Education		520	32.3
Chemical Engineering Technology	37		42.5
Chemistry		1,818	49.2
Earth/Space		254	15.4
Economics		880	28.7
Education		3,111	32.0
Electrical Engineering Technology		293	23.2
Foreign Languages		1,233	45.5
History		1,507	39.7
HRI Management	131		6.1
Language & Literature		6,596	54.0
Machine Design Technology		284	41.2
Marketing		267	22.6
Mathematics & Computer Science		2,427	38.7
Mechanical Engineering Technology		7	0.6
Music		997	24.4
Philosophy		728	49.7
Physical Education & Health		5,854	44.8
Physics		1,529	44.5
Political Science		800	42.6
Psychology		1,016	26.4
Sociology/Anthropology		1,047	39.4
Theatre		1,262	43.4
Total	168	46,197	40.6

Mankato State University

Mankato State University is the largest state university, enrolling 9,456 full-time students in 41 academic departments. The full-time equivalent instructional faculty at Mankato numbers 462. The overall staffing ratio for the university is 20.5 students per faculty which is consistent with the policy of the legislature and the State University Board. The range of instructional costs and staffing ratios per program, while significant, does not approach that at Southwest State University. The five most expensive programs on a per student basis are dental education, $4,892/student; educational administration, $3,568/student; nursing, $3,110/student; vocational rehabilitation, $2,992/student; and minority studies, $2,574/student. The average full cost per student for all instruction at Mankato is $1,726.

Of the five programs mentioned above, two are in health sciences and one, educational administration, is a graduate program, which is typically more costly per student than liberal arts, business or education programs for undergraduate students.

TABLE 17

ENROLLMENT, STAFFING AND COST PER STUDENT BY STUDY FIELD
MANKATO STATE UNIVERSITY
FALL 1975

Study Field	FTE	FTE Staff	Student/ Staff Ratio	Full Cost
Accounting	314	11.00	28.5	$1,393
Art	309	18.00	17.2	1,791
Aviation Science	133	1.50	88.7	1,059
Biology	416	18.40	22.6	1,653
Business Administration	895	28.00	32.0	1,340
Business Education	178	7.45	23.9	1,649
Chemistry & Geology	251	14.00	17.9	1,961
Computer Science	172	4.00	43.0	1,283
Counseling & Student Personnel	77	5.26	14.6	1,944
Curriculum & Instruction	488	29.85	16.3	2,153
Dental Education	26	5.00	5.2	4,892
Economics	369	12.00	30.8	1,421
Education Administration	46	5.74	8.0	3,568
Education Foundations	236	13.13	18.0	1,988
English	524	23.67	22.1	1,583
Environmental Studies	13	1.25	10.4	2,562
Foreign Languages	151	8.00	18.9	1,695
Geography	328	14.00	23.4	1,525
Health Science	269	10.70	25.1	1,646
Higher Education	18	1.05	17.1	2,342
History	258	13.16	17.3	1,744
Home Economics	197	10.31	19.1	1,830
Industrial & Tech. Studies	149	9.24	16.1	2,019
Mass Communication	73	3.50	20.9	1,921
Mathematics	371	16.50	22.5	1,627
Media & Tech.	109	8.00	13.6	2,184
Minority Studies	51	4.45	11.5	2,574
Music	261	16.75	15.6	2,008
Nursing	153	14.00	10.9	3,110
Open College	59	4.00	14.8	1,950
Philosophy	95	5.33	17.8	1,747
Physical Education	332	27.30	12.2	2,031
Physics	154	11.00	14.0	2,296
Political Science	301	13.78	21.8	1,612
Psychology	422	16.82	25.1	1,541
Rec. & Park Administration	138	4.75	29.1	1,475
Sociology	609	22.60	26.9	1,388
Special Education	136	6.00	22.7	1,732
Speech & Theatre	252	15.00	16.8	1,922
Urban & Regional Studies	88	4.25	20.7	1,820
Vocational Rehabilitation	35	3.32	10.5	2,992
Total	9,456	462.06	20.5	1,726

*Includes cost of internships.

UNIVERSITY OF MINNESOTA, MORRIS

The University's coordinate campus at Morris enrolled 1,595 full-time students in 1975-76. The institution offers instruction in 23 academic departments. The overall staffing ratio at the Morris campus is 18.2 students per faculty. The average instructional cost per student at Morris was $2,427 in 1975-76. The five most costly programs per student are theater arts, $4,572; German, $3,855; French, $3,731; studio art, $3,412; and education, $3,253. In comparison to Mankato State University, the full cost of instruction at Morris is higher. Three factors seem to account for the difference. The staffing ratio is slightly lower, average salaries for faculty are higher in the University of Minnesota System than the State University System and Mankato's physical plant is smaller on a per student basis, which accounts for some economy of scale in facilities operation.

TABLE 18

ENROLLMENT, STAFFING AND COST PER STUDENT BY STUDY FIELD
UNIVERSITY OF MINNESOTA, MORRIS
1975-1976

Study Field	FYE	FTE Staff	Student/ Staff Ratio	Full Cost Per Student
Anthropology	48.56	1.4	34.7	$1,996
Art History	16.20	1.0	16.2	3,062
Art Studio	23.07	2.8	8.2	3,412
Biology	101.84	5.3	19.2	2,525
Chemistry	111.04	4.3	25.8	2,264
Economics/Business	115.89	4.5	25.8	2,078
Education	88.09	6.5	13.6	3,253
English	167.13	10.8	14.5	2,518
French	11.76	1.5	7.8	3,731
Geology	29.20	2.0	14.6	2,463
German	22.04	3.0	11.0	3,855
History	95.47	5.2	18.4	2,489
Mathematics	144.51	6.5	22.2	2,268
Music	75.24	5.4	13.9	2,384
Philosophy	45.62	3.0	15.2	2,824
Physical Education	124.04	5.0	24.8	2,028
Physics	39.80	2.5	15.9	2,825
Political Science	44.67	3.0	14.9	2,834
Psychology	91.04	4.2	21.7	2,464
Sociology	59.98	2.6	23.1	2,134
Spanish	25.64	2.5	10.3	2,859
Speech-Communication	96.98	2.5	38.8	1,849
Theatre Arts	17.47	2.2	7.9	4,572
Total	1,595.29	87.7	18.2	2,427

COMMUNITY COLLEGE SYSTEM

The community colleges are funded by the legislature as a system. Unclassified personnel, including instructional staff, academic administrators, librarians and counselors, are provided at the rate of one to 17 full-time equivalent students enrolled in the system. Individual campuses are staffed at different ratios, however, in order to achieve economies of scale in the administrative, support and instructional activities of each institution. Smaller colleges with less efficient operational characteristics are subsidized by the larger, more efficient colleges. The outcome of this policy is readily apparent in the community colleges located in southwestern Minnesota.

Willmar Community College

Willmar Community College enrolled 730 full-time equivalent students in 1975-76. As Table 19 reveals, the college offers instructional programs in 12 departments. The student-faculty staffing ratio in 1975-76 was 27.7 to 1. The full cost of instruction for all instruction was $1,472. The two most expensive programs on a per student basis were biological sciences and fine and applied arts.

TABLE 19

ENROLLMENT, STAFFING AND COST PER STUDENT BY STUDY FIELD WILLMAR COMMUNITY COLLEGE 1975-1976

Study Field	FYE	FTE Staff	Student/ Staff Ratio	Full Cost FYE
Agriculture	5.8	0.16	36.3	$1,027
Biological Sciences	39.0	3.00	13.0	2,298
Business & Management	39.5	2.23	17.7	1,857
Communications	13.3	0.69	19.3	1,822
P.E. & Health	61.6	1.14	54.0	1,141
Fine & Applied Arts	43.2	2.55	16.9	1,936
Law Enforcement	28.2	0.65	43.4	1,035
Letters	128.5	5.55	23.2	1,625
Mathematics	66.3	2.92	22.7	1,683
Physical Sciences[a]	95.4	2.91	32.8	1,505[b]
Psychology	52.9	0.77	68.7	943
Social Sciences	156.6	3.80	41.2	1,176
All Instruction	730.3	26.37	27.7	1,471

[a]Includes data processing and engineering
[b]Includes nonpersonnel expenditures for biological sciences

Worthington Community College

Full-year equivalent enrollments at Worthington Community College in 1975-76 totaled 448. As Table 20 shows, students attending Worthington can enroll in one of 12 departments which offer nursing and liberal arts instruction for general academic credit. The student-faculty staffing ratio at Worthington is 17.4 to 1, which is substantially lower than Willmar Community College. The average instructional cost per student is $2,534, or $1,064 more per student than Willmar. These differences reflect the fact that Worthington has not reduced its instructional faculty during the last five years as enrollments have declined.

AREA VOCATIONAL-TECHNICAL INSTITUTES

Area vocational-technical institutes are operated by local independent school districts to provide vocational, technical and occupational training for secondary and post-secondary students. Because they are controlled by school districts, differences exist in their policies and operational procedures. Some general comments apply which provide background for understanding the system of area vocational-technical institutes in Minnesota.

TABLE 20

ENROLLMENT, STAFFING AND COST PER STUDENT BY STUDY FIELD WORTHINGTON COMMUNITY COLLEGE 1975-1976

Study Field	FYE	FTE Staff	Student/ Staff Ratio	Full Cost FYE
Agriculture	30.2	2.28	13.2	$4,963[d]
Biological Sciences	25.1	1.89	13.3	2,806
Business	59.8	3.09	19.4	2,227
Fine & Applied Arts	29.4	2.42	12.1	3,000
Foreign Languages	0	0.02	—	—
Letters	60.0	2.57	23.3	2,289
Mathematics	42.6	2.39	17.8	2,377
Nursing	26.0	2.98	8.7	2,857
P.E. & Health	38.5	1.96	19.6	2,226
Physical Sciences[a]	43.0	3.21	13.4	2,730[b]
Psychology	24.9	0.25	99.6	1,683
Social Sciences[c]	68.7	2.74	25.1	1,986
All Instruction	448.2	25.80	17.4	2,535

[a]Includes data processing, engineering and 1/2 of interdisciplinary studies costs
[b]Includes nonpersonnel expenditures for biological sciences and mathematics
[c]Includes 1/2 of interdisciplinary studies costs
[d]Includes major equipping of building

All instructional personnel employed in area vocational-technical institutes must be certified by the State Department of Education. The criteria for certification are described in the state plan for vocational-technical education. Teaching in the vocational-technical institutes does not require a baccalaureate degree. Salaries for teachers in the schools are based on local school district salary schedules. In some cases, the salary schedules are modified to account for the different background of vocational-technical instructors, or there may be separate but comparable salary schedules. The state reimburses local school districts for part of the costs of vocational-technical instruction. The state will not reimburse expenditures in programs in which the student-faculty staffing ratio falls below 10 to 1. This provides some incentive for closing programs with small enrollments. The State Department of Education now reviews budgetary and educational plans of each area vocational-technical institute on an annual basis. Because the schools are administered separately, variations occur in staffing ratios, salary levels and the number and type of instructional programs offered. The per student costs for instruction in area vocational-technical institutes are comparable and, in some cases, higher than programs offered in collegiate institutions. This can be attributed, in part, to the expensive equipment necessary to provide proper instruction in certain technical and occupational programs and to lower student-faculty staffing ratios than are common in most state universities and community colleges.

CONTINUING EDUCATION AND COMMUNITY SERVICE IN SOUTHWESTERN MINNESOTA

The ability of post-secondary institutions in the 19-county region to meet the need for off-campus continuing education and community service is limited by the region's demographic and economic characteristics. The following observations can be made:

- The population is widely dispersed throughout the region.
- Those involved in agriculture are tied to an extended work schedule during the growing season.
- The age distribution of the area is changing.
- Most of the existing post-secondary institutions are located in the larger communities in the area.

Due to these factors, efficient delivery of off-campus instruction and community service is difficult to achieve, and should not be compared to the costs of similar programs provided in densely populated regions of the state. It can be assumed, however, that there will continue to be a demand for community services and off-campus instruction. As a result, a reliable method for identifying these needs and making them available must be developed.

Off-Campus Continuing Education

A report of the credit offerings in southwestern Minnesota during winter and spring 1976 shows a total of 85 courses taught in 18 communities. Sixty percent of the courses were offered in Marshall and Willmar. Southwest State University offered 56 of the courses and St. Cloud State University offered 24 courses. A review of the class titles reveals that a wide range of undergraduate subjects was offered with a large number of the classes meeting avocational interests or continuing professional development of in-service teachers. A review of classes offered at other times during the last two years suggests that the courses offered last winter and spring are representative at other time periods.

Community Service

Each post-secondary institution serves its community by sponsoring non-credit community service activities and making space available for other community programs.

It is difficult to generalize about community service programs as a wide variety of activities are offered by each institution, ranging from performing arts and cultural presentations to vocational workshops and family health and safety classes which are directed at individual needs.

State support for community service varies by system. Depending on the type of activity, user fees may support all or part of the cost. Non-credit community service provided through local school districts, which operate area vocational-technical institutes, is reimbursed on a formula basis by the State Department of Education. State funds support 75 percent of the instructor's salary and 50 percent of travel and administrative costs, and user fees cover the difference, generally.[3] In the Community College System, non-credit community service programs are almost entirely self-supporting. At the University of Minnesota, Morris, non-credit community service is funded through a mixture of sources that include user fees, state and federal funds, university funds and private sources. In the State University System and at Southwest State University, non-credit community service is totally self-supporting. Like the community colleges and the University of Minnesota, Morris, funds to support these activities must be provided by users or private sources.

POST-SECONDARY INSTITUTIONS IN IOWA AND SOUTH DAKOTA

There are five post-secondary institutions in Iowa and South Dakota which border the 19-county region.

Four of the institutions adjacent to southwestern Minnesota are in South Dakota. Augustana College with an enrollment of 2,175 in 1975 and Sioux Falls College with 676 students enrolled in 1975 are private four-year colleges in Sioux Falls, South Dakota. Both colleges offer baccalaureate level studies in the liberal arts, nursing, education and social work. Dakota State College, formerly General Beadle State Teachers College, with 820 full-time students in 1975 is located in Madison, South Dakota. This public institution offers associate and baccalaureate degrees in liberal arts, pre-professional fields and education.

South Dakota State University, with 6,412 full-time equivalent students, is the largest of the institutions bordering southwestern Minnesota. Located at Brookings, the university is only 16 miles from the border and 60 miles from Marshall. South Dakota State is a land grant university; graduate and undergraduate degrees are offered in agriculture, arts and science, engineering, home economics, nursing and pharmacy. It has for many decades provided educational services to Minnesota residents living in southwestern Minnesota.

Iowa Lakes Community College, with sites in Emmetsburg and Esterville, Iowa, and a fall 1975 FTE enrollment of 1,529, is a two-year institution with programs in vocational-technical fields and in the liberal arts.

Together, these five schools enrolled 895 Minnesota residents in 1975-76. The vast majority of these students (89 percent) attended Augustana College (465) and South Dakota State University (335). In the fall of 1975, 233 students from the 19-county region enrolled at South Dakota State University.

CHAPTER VI: VIEWS AND RECOMMENDATIONS OF GROUPS FROM SOUTHWESTERN MINNESOTA

An important aspect of this study was to determine how area residents wish to be served by their post-secondary institutions. Two advisory committees and an institutional goals inventory questionnaire were the principal sources of information about the concerns and aspirations of regional residents.

The two advisory committees were a Citizens Advisory Committee with members representing each of the 19 counties and an Institutional Representatives Advisory Committee composed of the heads of the post-secondary institutions in the 19-county region and those of the University of Minnesota, Morris and Mankato State University. The committees met regularly with members of the Southwest Study team throughout the study and both presented reports to the Board.

A survey concerning the goals of Southwest State was administered to the students, faculty and administration of Southwest State University as well as to the members of these two committees. The inventory was designed to allow respondents to indicate both what they think should be the goals of Southwest State University and how well they think these goals are now being achieved.

Several general concerns emerged from the advisory committees and the goals inventory. These included the academic and intellectual climate at Southwest State, the desirability of a regional baccalaureate institution, the programmatic emphases at Southwest State University, university-community relations, internal governance of the university, and the closing or consolidation of institutions in the region.

The importance of the academic and intellectual climate of Southwest State was emphasized by the responses to the goals inventory. Three of the five most important goals chosen by the groups were related to these concerns. People at the university and in the community care about the academic strength of their state university.

Both advisory committees recommended the maintenance of a baccalaureate-granting institution in the 19-county region. The results of the goals inventory indicate that current students, faculty, and the administration of Southwest State University support this recommendation.

Programmatic concerns were addressed by the goals inventory. All groups believed that Southwest State University is and should be a center for the physically handicapped. The current students and faculty at Southwest State feel that a four-year liberal arts program should be emphasized more strongly. In contrast, the university administration and the Citizens Advisory Committee view the university as adequately fulfilling its liberal arts mission but feel that a technical mission should be more important than liberal arts.

The advisory committees both considered at some length the desirability of developing new programs at Southwest State University. The Citizens Advisory Committee strongly urged the expansion of the agriculture programs at the university. The committee viewed this shift as bringing Southwest State into closer correlation with the economic activity and social values of the region. On the other hand, the Institutional Representatives Advisory Committee came to the conclusion that no new dramatic program shift would result in major enrollment increases at Marshall. In particular, the committee believed that no new agricultural programs are needed in view of the current array of regional programs, and the long-standing service afforded the region by the agricultural programs of the University of Minnesota and South Dakota State University.

The relationship between the university and the community was a major concern of the Citizens Advisory Com-

mittee. This concern was displayed in committee discussions about continuing education, the establishment of a curricular advisory committee for the university, the availability of programs for professional and occupational development of area residents, and the cultural impact of the university on the surrounding community. The Institutional Representatives Advisory Committee echoed this general concern by emphasizing that any workable alternative for the university must be acceptable to regional residents.

Concern for the internal environment at Southwest State University was expressed by those responding to the survey. According to current Southwest students, faculty, and administration and both advisory committees, the most important goal for Southwest State should be community, i.e., maintaining a climate of faculty commitment, open communication, and mutual trust and respect.

Finally, the two advisory committees agreed that no public post-secondary institution in the 19-county region should be closed or consolidated with another institution. According to the committees, these institutions serve their communities as educational, social and economic resources, and have been successful in meeting community needs.

CITIZENS ADVISORY COMMITTEE

These general concerns were voiced at the monthly meetings of the committee. On August 26, 1976, the Southwest Study Citizens Advisory Committee submitted an initial position paper to the Minnesota Higher Education Coordinating Board. It stated the following:

WHEREAS

"The people of southwestern and west central Minnesota have seen fit through their elected governments to provide for their educational needs by the creation of vocational-technical institutes at Willmar, Canby, Granite Falls, Pipestone and Jackson; community colleges at Willmar and Worthington; a branch of the University of Minnesota at Morris; and state universities at Mankato and Marshall:

And whereas enrollment decline has been noted particularly at Southwest State University in recent years and is a reasonable expectation elsewhere in the foreseeable future:

And whereas the part chancellor of the state university system and the state university board has petitioned the Higher Education Coordinating Board to undertake a study of the enrollment decline at SSU:

And whereas the Higher Education Coordinating Board has seen fit to include in the study the present and future roles of all post-secondary institutions serving the area:

And whereas the Higher Education Coordinating Board has seen fit to seek the advice of citizens living in the region because of their particular perception of the problem and potential solutions:

And whereas the members of the Citizens' Advisory Committee have worked diligently through several months of time to bring together the particular knowledge and insights they possess:

THEREFORE BE IT DECLARED BY THE MEMBERS OF THE CITIZENS' ADVISORY COMMITTEE

That each and every post-secondary institution in the region was created in order to meet specific needs; that each fulfills a unique and irreplaceable role in the educational life of its citizens, that each is vitally needed by the society in which it exists;[1] *and that this committee go on record that it will not support the closing of any institution in the area or the consolidation of any institution into the Southwest State University and that the committee request that the Higher Education Coordinating Board make a public statement to this effect.*

That the problem of enrollment at Southwest State University should be analyzed more closely than has heretofore been done in an attempt to discover why it has been markedly more precipitous than at any other post-secondary institution in the region or state of Minnesota.

In 1963 the Minnesota State Legislature authorized the creation of a liberal arts and technical college in Southwest Minnesota. In accordance with the legislative mandate a curriculum committee composed of leaders in Minnesota education, the professions, and industry recommended to the governing board a program of academic offerings and programs. From this beginning a stated mission for the institution was approved by the governing board and subsequently funded by the Legislature. Questions have arisen as to the ability of the institution to carry out its objectives and support an enrollment related to these objectives.

To date studies have centered on population trends, enrollment patterns, and space utilization. It is recommended that an adequate study also include an analysis of institutional organization and governance as it relates to the institutions ability to carry out its declared Mission. The study should include both internal and external governance of SSU, including the role of the board, administrative officers, the faculty, and staff in organizing and conducting the activities of the institution. The analysis should include the relationships between each and all factors which control the institution, to include, but not be limited to original mandate governance at all levels, presidential leadership, recruiting activities, institutional structure, faculty performance, role of alumni, and curricular offering. It is the opinion of the Committee that an analysis of the above will reveal factors relative to institutional development which are amendable to productive change.

That the present physical plant at Southwest State University be declared an academic asset for the state of Minnesota — an already paid for investment in future needs:

That SSU be given a strong, permanent, experienced and effective administration.

That internal communication at SSU be strengthened so that the community, faculty, administration and students have a more complete working understanding and trust of one another and so that each can have an appropriate and effective voice in determining the future life of the institution.

That recruiting of students at SSU be substantially strengthened through increased allocation of resources and effective involvement of administration, faculty, student body and community in charting and carrying out a vigorous program to make SSU competitive with other public and private institutions:

[1] As recorded on 7-1-76 minutes of HECB Citizen's Advisory Committee.

That SSU in cooperation with other institutions build the strongest possible transfer programs for two-year college and technical school graduates and that such programs should include close curriculum correlation between institutions as well as increased scholarship opportunities for transferring students:

That a high priority be given to formation of an effective citizen's advisory committee to Southwest State University and that the administration of the school be both instructed and empowered to work with such a group to design needed programs to invigorate academic and student life at SSU:

That agriculture is the overwhelming economic activity in southwestern and west central Minnesota and Southwest State University can never hope to meet the needs of its region until it offers a complete curriculum selection to meet desires of potential students in agricultural production, agribusiness and home economics fields leading to a baccalaureate degree in agriculture and home economics.

That an expanded agricultural program at SSU might well include also creation of a center for the study of rural problems, establishment of working relationships between SSU and the Southwest Experiment Station at Lamberton, establishment of a regional extension center at SSU, consolidation of southwestern Minnesota agricultural research at SSU, and creation of courses designed to meet the recognized need for the training in cooperative management.

That other course offerings be established to meet other demonstrated needs in southwestern Minnesota and west central Minnesota such as but not limited to continuing education needs of professional people, training of persons to work with nursing home patients, and continuing education needs of teachers up to and including the graduate level:

That SSU can strengthen its offerings and hence its enrollment through initiation of new and imaginative programs geared to the needs of handicapped persons since the Southwest campus is the only one in Minnesota completely accessible to physically handicapped individuals:

That careful continued exploration into the possibility of and wisdom of reciprocal tuition agreements with Iowa and South Dakota be conducted:

That coordination through the State University Board be made more effective so that other institutions do not build physical facilities which unnecessarily duplicate existing facilities at Southwest State:

And that demographic studies and mathematical projections based upon them (as history has graphically illustrated) are notoriously inaccurate because of the volatile nature of American life and should be used with the utmost discretion as a tool for the making of important decisions.

CONCLUSIONS

The Citizens Advisory Committee identified the following areas as being in need of action and change: recruitment practices, curriculum, and administration.

There should be greater resources allocated to recruitment and more parties involved including students, faculty and members of the community.

Curriculum should be revised, expanded and geared to closer fit the needs of rural southwestern Minnesota. This means the addition of agriculture courses, graduate courses, home economics, health care courses and expansion of continuing education courses. In addition, research programs in agriculture should be located at Southwest State. Rehabilitation courses should be expanded, with programs for the education and care of the handicapped being offered. The committee feels that where there is a need for a unique program within the state (in optometry, for example), consideration should be given to locating such a program at Southwest State University to better utilize the facilities.

Those of us representative of this 19-county area believe a complete change in the guiding philosophy of this institution is needed now, so that a positive attitude exists toward implementing our recommendations. An investigation of administrative policy at both the state and local level is needed to see what caused the present deterioration, and to see why these recognized needs have not been acceptable by the past and present governing structures. Strong, permanent leadership is needed as well as improved internal communications.

If the present governing structure is unwilling or unable to implement the above recommendations, we feel MECB must recommend to the legislature that Southwest State University be made a branch of the University of Minnesota to allow the autonomy and expertise necessary to carry out our recommendations."

The final report of the Citizens' Advisory Committee was mailed to Board members in October, and the complete report is available through the Board.[2] At the Board's October 28 meeting in Marshall, chairpersons of subcommittees established by the Citizens' Advisory Committee reported their findings. The final report includes the initial position paper and the subcommittee reports, repeats the conclusions of the initial paper and contains several appendices.

INSTITUTIONAL REPRESENTATIVES ADVISORY COMMITTEE

On September 30, 1976, the Institutional Representatives Advisory Committee made its report to the Board. The committee stated the following:

"The Institutional Advisory Committee has met regularly for the past several months discussing the various aspects of post-secondary education in southwestern Minnesota. It appears to this committee that the enrollment decline at SSU is peculiar to that institution. We have reviewed the demographic data and related statistical information, but noted that the enrollment decline at SSU was far more precipitous than that experienced by any other Minnesota post-secondary institution during the years 1971 to the present.

The basic reasons for the decline in enrollment raise many questions about SSU, including the role, mission, and the impact of some internal conflict. To single out individuals, departments, or other groups will not solve the problem or enhance the future of the institution.

[2]Citizens' Advisory Committee for the Southwest Study, *Final Report*, Submitted to the Minnesota Higher Education Coordinating Board, October 1976.

As a committee, we feel that external groups can provide little insight into the internal problems at SSU. Whatever changes may be necessary should be the responsibility of the SSU administration, faculty, students, and the State University Board and its staff. With this in mind, the Institutional Advisory Committee offers to the members of the Higher Education Coordinating Board the following comments for your consideration:

1. *We feel consolidation or closing of post-secondary institutions does not provide, at least at this time, a practical or realistic answer to the enrollment situation at SSU. Furthermore, consolidation or closing does not serve the best interests of post-secondary education in southwestern Minnesota. Our committee feels that it is unlikely that enrollment increases at SSU would necessarily occur following closings or consolidations, since there is no prescribed way that student choices can be controlled or predicted.*
2. *Our committee also feels that there definitely is a need for a four-year baccalaureate degree-granting institution in southwestern Minnesota. The foundation for a baccalaureate program must include strong liberal arts and teacher education emphases. It seems unrealisitc to us that SSU could remain a viable post-secondary educational institution without these two components. While recognizing the foregoing, we do not want to preclude the thorough examination of new and innovative programs at SSU. We do not feel, at this time, that any particular program will provide a panacea for SSU, but programs ranging from agriculture to optometry ought to be explored.*
3. *The space utilization problem at Southwest State University is not catastrophic and should not be the overriding concern of the HECB or the State University Board in determining the institution's future. The physical plant at SSU is and can continue to be a major asset in attracting students.*
4. *No scheme of reorganization or changes in admissions policies, program emphasis, or governance will produce a student population of three or four thousand. The members of this advisory committee feel comfortable with an enrollment of less than that for which the facility was constructed.*

In conclusion, this committee feels that with proper redirection, strong leadership and support, SSU can be a strong, vital institution in southwestern Minnesota. With retrenchment, potential new programs, the strengthening of existing viable programs, and well defined goals, SSU can continue to provide educational opportunities to the nineteen-county area that are equal to or better than the opportunities provided to citizens in other areas of the state.

We recognize that greater economic efficiency should occur at SSU. This should be accomplished through a rational and sensitive reallocation process. In carrying out this process it should be kept in mind that there is a floor below which staff and other resources cannot be reduced without then compromising the academic integrity of the institution. It is not uncommon that this will result in some high cost programs. We feel strongly that this would be a justifiable social investment and that the residents in the nineteen-county area of southwestern Minnesota should have access to the various components of post-secondary education. We believe the HECB goal of providing equal educational opportunities and an equitable distribution of education services regardless of geographic circumstances ought to continue to be the foremost objective."

INSTITUTIONAL GOALS INVENTORY

The goals inventory was administered to Southwest State University students, faculty, and administration and the two advisory committees in the late spring of 1976. The Institutional Goals Inventory consists of 90 goal statements which are rated on a five point scale from "no importance or not applicable" (1) to "of extremely high importance" (5). For each goal statement there are two types of responses sought. One response is for how important a respondent perceives a goal currently "is". The other response is how important he thinks it "should be". Eighty of the statements are clustered into 20 goal areas (see Appendix E for a description of the 20 goal areas and the responses of each group), with four questions comprising each area. The remaining 10 statements are miscellaneous goals which are not attached to any area. Of the goal areas, 13 are classified as being **outcome goals,** related to the ends an institution attempts to reach, particularly in terms of qualities possessed by its graduates. The remaining seven areas are classified as **process goals,** referring to the educational climate and internal institutional procedures and processes. In addition, for this study, the Board staff included six additional questions, focusing specifically on the nature of the institutional mission at SSU. Table 21 indicates the response rate of the groups surveyed.

Given the small sample size of the institutional representatives group, statistical checks on it were of questionable value; however, statistical tests on the responses of the four other groups indicated that there is a general agreement on the part of students, faculty, administration, and the citizens as to how they perceive the current situation and what they think the situation at Southwest State University should be. According to these combined groups, the goal areas which are now perceived as being most strongly emphasized at Southwest State University are:

1. Academic Development (Outcome)
2. Freedom (Process)
3. Cultural/Aesthetic Awareness (Outcome)
4. Intellectual Orientation (Outcome)
5. Individual/Personal Development (Outcome)

It would seem that those concerned view the university as having a strong commitment to intellectual and academic goals.

As to the goal areas which the respondents feel should be emphasized, the five deemed most important were:

1. Community (Process)
2. Intellectual Orientation (Outcome)
3. Individual/Personal Development (Outcome)
4. Intellectual/Aesthetic Environment (Process)
5. Academic Development and Vocational Preparation (tied) (Outcome)

Citizens as well as Southwest State students, faculty, and administration seem to share a view that a college should be an intellectual/aesthetic community for personal, vocational and academic development.

TABLE 21

INSTITUTIONAL GOALS INVENTORY SAMPLE

Group	No. of Questionnaires Distributed	No. of Questionnaires Returned	Response Rate
Students	1,412	394	28%
Faculty	137	89	65%
Administration	38	33	87%
Citizen's Advisory Committee	32	15	47%
Institutional Representatives Advisory Committee	10	8	80%

While the "is" and "should be" categories provide some information about the different perceptions of the current and desirable goals of the university, consideration of the differences between them can indicate the gap between current perceptions and desired expectations. A relatively large gap would seem to indicate either dissatisfaction with the current situation or the development of aspirations toward new accomplishments. In the case of Southwest State University, given the results, both appear to be the case for those surveyed. The goal areas with the greatest gaps are:

1. Community (Process)
2. Democratic Governance (Process)
3. Intellectual/Aesthetic Environment (Process)
4. Intellectual Orientation (Outcome)
5. Individual/Personal Development (Outcome)

The placement of community and democratic governance seem to indicate there is dissatisfaction with the internal situation at the university. The fact that community had the greatest gap between "is" and "should be" for all groups leaves little doubt that in this area there is a high degree of dissatisfaction with the current situation. In contrast, while there is a desire for improvement in intellectual orientation and environment and personal development goals, most recognize that the university is currently emphasizing those goals and that it only needs to build on its already firm commitment.

The goals inventory seems to indicate that people at Southwest State and in the region feel the university emphasizes outcomes of the educational process. In contrast, all the groups surveyed perceived an insufficient emphasis on achieving goals related to the internal process and environment at the university.

Summary

The views expressed in the two committees and in the goals inventory have provided insight into the needs and desires of Southwestern Minnesota residents. The alternatives and the final recommendations are based in part on this information in attempting to identify a plan which is both acceptable to regional residents and consistent with state educational objectives.

CHAPTER VII: REPORT AND RECOMMENDATIONS OF THE CONSULTANT PANEL

Four independent, nationally prominent consultants from outside Minnesota were engaged by the Board to assist in the study of post-secondary education in southwestern Minnesota. The consultant panel consisted of Richard Bond, president, Northern Colorado University; Dr. Merk Hobson, professor emeritus, University of Nebraska; S. V. Martorana, professor of higher education, Pennsylvania State University; and Sidney Marland, president, College Entrance Examination Board.

The consultants were selected on the basis of their long and varied experience in post-secondary education and their demonstrated professional competence. As objective outside experts, they served several functions in the study process, which included (1) a review of study plan, (2) advice on relevant data, analytical techniques and implications, (3) assistance in the identification of alternative ways to meet current and future needs of southwestern Minnesota, and (4) guidance on the evaluation of alternatives.

Following their review and approval of the research design, the consultants traveled to Minnesota on four occasions to meet with the Board staff and to review the progress of the study. One trip included a visit to Marshall to meet with the advisory committees and to tour the Southwest campus. As the study progressed, the consultants evaluated the work of the study team and reviewed the deliberations and recommendations of the advisory committees. The recommendations of the consultants were presented to the Board at the September meeting. Their final report is presented below.

"The panel of consultants, at the outset, takes this opportunity to commend the staff members of the Board for the courtesies extended to it, and for the outstanding work which they have done. From the inception of the study, when we critiqued the design of the study and suggested needed data, through the various stages when we had an opportunity to make suggestions, evaluate the findings, ask for additional information, visit the Southwest campus, and interpret the information, to the development of our own conclusions, we have been pleased with the dedication and competence of the staff. The methodologies which they have used are sound; the data they have developed are both solid and prodigious. Our conclusions are based upon the examination of this massive amount of evidence, but also upon our own professional judgments; we, therefore, take full responsibility for the observations and recommendations we are making.

I. Observations

1. The problems surrounding the enrollments and future of Southwest Minnesota State University cannot be considered in isolation from most of the other institutions of higher education. The number of institutions in Minnesota represents an enormous state investment and commitment – the result of courageous and imaginative public policy. Each institution is a part of the total system; changing one part inevitably changes the others. The numbers of students and potential students are relatively finite. The numbers of programs and institutional missions are more amenable to change. It is in this context – programs and mission – that we have searched for a solution at SSU. Neither we nor the Board can ignore the total regional or state picture as we address SSU's future.

2. We must note, at the same time, however, that some of the problems at SSU are indigenous to the institution. We thoroughly disagree with the attempts of some groups to find a scapegoat; there is no one. Some respon-

sibilities for the present dilemma must be assumed by the various levels of management of the institution, from the Board through **both** of its initial administrations and its faculty. The early redirection of the institution, almost from its inception, in broadening the statutory mandate, has been a sizeable contributing factor, though not the only one, in the current situation. In addition, almost all participating parties were seduced into unrealistic and unrealized enrollment projections, a phenomenon not unique either to this institution or this state. An attractive hypothesis is that the rapid early growth at SSU was the result of this initial promotion and attractiveness of a new institution, which made the seduction easier and the eventual decline more steep and traumatic.

3. The main problems now to be faced, however, are both regional and statewide. An objective evaluation of population and enrollment trends for the entire region show disturbing signs for the future. These are caused both by the declining birthrate and by the insidious trend toward concentration of the state's population in a few urban locations. The crisis at SSU is merely symptomatic of a problem which will sooner or later have to be faced by every institution in the region as well as most of the non-urban institutions in the state. While local conditions may have exacerbated the problem at SSU, no amount of wishful thinking can negate the enrollment trends of the region. To base future planning on an inadequate population base would repeat mistakes already made.

4. There is no simple solution at Marshall. If there were, it would have been discovered long ago. The fact that there are competing recommendations, each growing out of different assumptions and various self-interests, attests to the complexities of the issue.

5. The situation at Marshall is serious. It is beyond solving by internal rearrangements or cosmetic changes. If the institution is to exist at all, there will be need for massive change.

6. Demography suggests that the area cannot sustain more than one 4-year liberal arts institution.

7. There is national evidence that there is a need for 4-year technical programs which are extensions of technical institutes and the technical programs of community colleges. States comparable with Minnesota, such as Michigan and Wisconsin, have developed technological programs leading to bachelor of science degrees to respond to needs for them in those states. Preliminary inquiries by the consultant panel suggest that there is such a need also in Minnesota.

8. There is an attractive, and expensive, facility at Marshall so cohesive that it does not lend itself to internal division.

9. If an institution remains at Marshall, it is unlikely that it will exceed 2,500 enrollment in the foreseeable future, leaving a portion of the facility unused.

II. General Recommendations

1. **It is recommended** that the Minnesota Higher Education Coordinating Board take the lead in encouraging the state, through its other governmental and quasi-governmental branches and agencies, to develop a state policy on decentralization in order to stabilize or increase populations in declining regions similar to the one under study. Decentralization of state offices and services, as has occurred in other states with a single metropolitan area, might be considered. Reversal of population trends is fundamental to the long-term solution of the SSU problem and similar problems not yet at crisis proportions at numerous other institutions.

2. Since this reversal is not likely to occur in the near term, **it is recommended** that the HECB initiate public discussion and develop guidelines for minimal size of institutions and maximum cost per student which are tolerable in promoting access to higher education in the state. Criteria for the systematic consolidation and/or closing of institutions are desirable before such decisions have to be faced hastily and under stress. Increased recruitment budgets for diminishing clientele will be increasingly less effective and more costly per student, and therefore should not be viewed as anything but a short-term expedient.

3. There is a great number of institutions in southwest Minnesota, all of them small and facing enrollment declines, with the corresponding disproportionate unit cost increases now being experienced at SSU. **It is recommended** that pursuant to No. 2 above, HECB initiate and coordinate a continuing study of **all** institutions in the region and involving cooperatively all of the respective boards of control.

4. With attention only to the 4-year sector, there are two liberal arts colleges – SSU and UM-M, both relatively small and experiencing enrollment declines. **It is recommended** that the long-range objective of the region be that there be only one such institution.

5. The State of Minnesota is to be commended for its leadership in the development of reciprocal relationships with neighboring states to promote greater educational opportunity for its citizens with maximum efficiency in the use of expensive resources. **It is recommended** that this policy be maintained and extended to additional states. Such an arrangement with South Dakota would be advantageous for the citizens of southwest Minnesota, particularly in the fields of nursing, pharmacy, agriculture, home economics, as well as others.

III. Alternatives for Action

The panel of consultants has reviewed alternatives as proposed by the staff and has added a proposal of its own. Three alternatives emerge as the most logical and defensible ones:

1. **Closing one or the other of the institutions at Marshall or Morris.** This alternative has the following consequences:

   a. It has a negative impact on the economy of the affected community.
   b. It provides some modest restriction on student access.
   c. It demonstrates leadership, courage and willingness to face the long-term situation squarely.
   d. It provides a stronger single program instead of two smaller ones.
   e. It leaves unused (for educational purposes) an established facility. Conversely, it frees some facilities for other purposes.
   f. There are likely to be some dollar savings.
   g. There will be both positive and negative impacts upon other institutions. Positively, it will lessen the competition for students; negatively, it may threaten faculty and staff concerned about their own institution's survival.
   h. It may further concentrate population in the Twin Cities, thus countering Recommendation #1.

We are aware that this alternative, however realistic in ultimate terms, is unlikely to be accepted at the present time. The HECB has already taken a position eliminating the alternative of closing the institution at Marshall.

2. **Retrenchment at Marshall.** Programs and faculty should be cut back to more nearly coincide with the enrollments and programmatic demands at the institution. The consequences of this activity would be:

a. Enrollments will probably continue to decline because of lack of breadth of program.
b. There will be a higher proportion of unused plant.
c. The quality of programs will likely decline.
d. There will be intense institutional trauma, with sizeable faculty reduction.
e. This action will probably be supported by other institutions, since the institution will no longer compete effectively with them.
f. This action would probably aggravate the existing mood of negativism toward SSU on the part of potential students.

By implication, the panel does not recommend continued differential funding of SSU.

3. **Change the mission of the institution to increase its attractiveness.** Even though Minnesota is generously endowed with a variety of educational opportunities, there does seem to be a gap in the range of options – a range which has been addressed in other states. Realization of this gap may have been implicit in the action of the legislature in the initial establishment of Southwest State and the description of its mission.

This alternative would be to abandon the mission of SSU as it is now constituted and develop an institution similar to Ferris (Michigan), Stout (Wisconsin), Rochester Institute of Technology (NY), and many others, with technical programs (including business) leading to a bachelor of science degree with liberal arts of high quality basically offered during the first two years to support the technical programs. There is currently a nucleus of about 300 students in such majors at SSU plus a strong liberal arts base. This institution should be closely tied to all the AVTI's of the state and to the technical programs of the community colleges of the region. There should be close programmatic and curricular relationship with them, encouraging easy transfer into advanced technical baccalaureate programs at SSU. Such an institution would not only develop generally and technically educated citizens with a variety of career choices, but would also develop and service faculty for AVTI's, the technical programs of community colleges and the occupationally oriented programs of the state's comprehensive high schools.

On the matter of governance, the panel admits its inability in such a short time to address the educational and political subtleties surrounding the subject. We do note, however, that the proposed institution does not readily fit into any current governing structure. We offer the proposition (not a recommendation) that this institution as well as the AVTI's might well be included under a newly created board with both public, industrial and agricultural representation, including ex-officio membership by the heads of the state elementary and secondary education system and the university systems.

Before a final decision is made on this program, there should be determined whether or not a demand for such a program would justify its development in Minnesota as it has in other states.

Consequences:

a. There will still be a shift in faculty populations with roll-backs in humanities and social sciences.
b. There may be a higher program cost, but for a time, at least, these costs can be balanced by the reduction of current extra subsidy.
c. The institution is likely to be a target of opposition from other institutions, especially if it attracts from the service areas in those institutions also experiencing enrollment declines.
d. There is a greater tie-in with the economy of the region and the state.
e. This change meets the goal of only one 4-year liberal arts program in the region.
f. Such an institution may be in the wrong place in the state. On the other hand, it would be a bold and forthright move toward population dispersal and economic development as mentioned in Recommendation No. 1.

We have not examined, in all candor, the potential for success of such an institution. It does seem to us that this alternative, if a need can be demonstrated in Minnesota as it has elsewhere, and given the restrictions of previous HECB action, has the greatest possibility for maximum utilization of current facilities, positive economic impact on the region, and direction for internal shift of personnel.

We also believe that there are conditions which are essential for success of the new mission of the institution:

a. There must be dynamic leadership, with full commitment to the new and complex mission.
b. The leader must have full board support.
c. Faculty not suited to the mission or not in agreement with it, should find employment elsewhere.
d. Any changes in the law which would facilitate the change in faculty with minimum legislation should be encouraged.
e. There should be adequate funding for the new mission.
f. Similar or competing programs should not be permitted to develop at other institutions.
g. There should be input from the larger regional community through lay citizens in the detailed formulation of new programs and institutional goals."

CHAPTER VIII: REPORT OF THE HIGHER EDUCATION ADVISORY COUNCIL ON CURRICULAR OPTIONS FOR SOUTHWEST STATE UNIVERSITY

The Higher Education Advisory Council (the heads of the public post-secondary systems and the executive director of the Private College Council) requested that each of the systems nominate representatives to meet to study and formulate suggestions for curriculum development at Southwest State University.

The initial charge to the task force was to determine whether there are curricular/programmatic changes or additions which might be made at Southwest State University which would, at acceptable cost, significantly increase enrollment at that institution. The committee met three times, reviewed materials relevant to the study of post-secondary education in southwestern Minnesota, the recommendations of the consultant panel and reviewed in detail the current mission of Southwest State University. The report of the task force is presented below and followed by a statement of the Higher Education Advisory Council in response to the task force report.

REPORT OF THE TASK FORCE

"In accordance with the charge of the Higher Education Advisory Council, the Southwest State University Task Force has examined issues related to the following question:

> *Are there curricular/programmatic changes or additions which might be made at Southwest State University which would, at acceptable cost, significantly increase enrollment at that institution?*

In addressing this question, the Task Force considered not only Southwest and the State University System, but possibilities of joint use of the facilities of Southwest State University by other institutions or systems serving that area. Contrary to the notion that SSU serves a 19-county area, we recognize that several institutions serve those counties, and that functional service areas (i.e., areas from which students actually enroll) are more helpful in understanding enrollment patterns. After comparing the missions of all post-secondary institutions in Southwestern Minnesota, our consensus is that,

> **While there may be opportunity to expand selected existing programs to better serve the region, there are no major curricular or programmatic changes likely to significantly increase overall enrollment at SSU.**

This consensus was reached through review of a variety of data compiled and supplied by the HECB and other sources. While that data is not cited in detail in this report, it served to convince the Task Force that:

1. There is no sufficient evidence available to support the contention that there are unmet needs for agricultural programs in Southwestern Minnesota, In fact,
   a. there is currently adequate capacity in the community colleges and AVTI's in that region for students interested in Ag-type programs.
   b. there is considerable evidence to indicate that students completing community college or AVTI programs in Ag areas have firmly established tendencies to transfer to the land-grant colleges, the University of Minnesota and South Dakota State, for additional training.
      - the Ag program of the University of Minnesota is not overenrolled at this time.
      - South Dakota State has available capacity, and that capacity may become more accessible with the adoption of reciprocity.
2. Establishment of an on-site Ag program sufficient to attract students, under the auspices of the University of Minnesota, would require a significant addition of faculty and support personnel as well as a significant capital investment to build and/or convert facilities.
3. Establishment of major new "magnet" programs would not be cost-effective because of the need for major capital outlays for equipment and physical plant remodeling.

4. Introduction of magnet programs in the health sciences does not appear to be practical because of:
   a. the absence of clinical experience sites,
   b. the concentration of health science programs at nearby Mankato State University.
5. In general, any new programs which require a major investment of resources will probably increase overall unit costs rather than reduce them.

Having responded to its original charge, the Task Force considered the consultants' report recently received by the HECB, in the belief that it would not be inappropriate to comment on that report. Recognizing that decentralization of government and establishment of guidelines for institutional closure or consolidation are deserving of further study, and that across-the-board retrenchment at Southwest might result in declining educational quality and "sizeable institutional trauma" without significant offset of savings or improvements, the Task Force focused on the consultants' third alternative – a change of mission to that of a technical college.

It is the judgment of the Task Force that, except for selected programs, the recommendation **to change the mission of SSU to that of being a four-year technical university would not significantly increase enrollments or better serve the region or state.** This conclusion is reached for the following reasons:

1. There is insufficient evidence available to demonstrate the need for four-year technical programs beyond those already in existence in various institutions in the state.
2. Two-year technical programs are available in southwestern Minnesota, and those programs seem sufficient to serve current clientele.
3. The current four-year technical programs at SSU, while enjoying a favorable placement rate, have attracted few students.
4. The rural setting of SSU is not most suitable to the types of industrial relationships favorable to practitioner-type technical training.
5. Minnesota industry, being somewhat different from that of Michigan, New York and other states with such programs, has not been particularly receptive to graduates of four-year technology programs of the type suggested.
6. The imminent conclusion of a reciprocity agreement with South Dakota will provide ready access to the full range of technical programs available at SDSU.
7. Finally, most of the existing equipment at SSU is approaching 10 years of age. To replace and increase such equipment on a scale sufficient to redirect the mission of the University would represent a prohibitive cost in view of the above considerations.

COMMENTS OF THE HIGHER EDUCATION ADVISORY COUNCIL ON THE TASK FORCE REPORT

Having examined two avenues of possible change without positive results, the HEAC felt it proper to review other options as well.

The HEAC suggests **consideration** of a model which would capitalize to the fullest extent on the academic and physical capacities of the present university, making necessary modifications to reduce expenditures and better meet some regional needs.

1. Such a model would feature a four-year baccalaureate curriculum, including general studies and selected liberal arts and technical/vocational programs.

   Determination of which disciplines or divisions would offer upper-level or major coursework would be determined by the State University Board after careful examination of enrollment and other data. Liberal arts studies not justified by such criteria would be reduced to lower-level areas within the general studies program and/or supportive studies for related upper-level programs; this might include low enrollment/low demand studies in humanities, social sciences, science/mathematics, technology, business and other areas.

   Such a university would require a core faculty of not less than 100 for an average enrollment of 1,250 students, and might require fewer levels of administration.
2. The model would feature regional outreach programs designed to extend the university's academic program into the region in cooperation with other agencies and institutions.

   For example, coordinated efforts might be made to involve faculty and students in one or more of four outreach projects:
   - regional studies – studies related to the sociology, history, economy, politics, public administration, technology, archeology, energy, institutions and other characteristics of rural life. Such a project might capitalize on the regional history center now housed at Southwest, and coordinate with activities of other local and state service agencies in Southwestern Minnesota.
   - regional arts program – an outreach from the University's programs in art, music, theatre and literature. Such a program could provide for the sharing of university programs, facilities and talents through an area orchestra, theatre, writers' workshop, museum, exhibit program, etc.
   - community/continuing education – an outreach to share the resources of the University through noncredit courses, workshops, seminars and institutes, in response to demands of the area.
   - a coordination with other post-secondary institutions: the University of Minnesota, the AVTI's, community colleges, and the state universities at Mankato and St. Cloud. This effort or unit might better coordinate not only the two-year, four-year, and graduate transitions, but assist all institutions in identifying unique or special assets of some institution(s) which might be shared rather than duplicated. For example, whereas two institutions might have introductory studies in French and German, the upper-level studies might be divided; if neither can support introductory studies of foreign language, perhaps one instructor could be shared.

Any such model presupposes that:

1. the academic studies form the core of the institution;
2. all faculty share commitment to both the academic and regional outreach functions of the university; and
3. a sharing of the physical facility by the academic and outreach units with regional public service and study units could best serve the total needs of Southwestern Minnesota.

CHAPTER IX: ALTERNATIVE FUTURES FOR POST-SECONDARY EDUCATION IN SOUTHWESTERN MINNESOTA

INTRODUCTION

In attempting to deal with the enrollment problem at Southwest State University, the Board has identified, developed and tested a variety of alternatives. The alternative futures for post-secondary education in the 19-county region were developed in conjunction with the consultant panel and the advisory committees. None of the alternatives includes closing Southwest State University. The Board adopted a resolution stating that the physical plant at Marshall was a valuable educational resource to the state and should continue to be used for post-secondary education.

The future of Southwest State University must be (1) based on a plan which explicitly deals with current and projected enrollments in the 19-county region, and (2) the relationship of the university to other post-secondary institutions in Minnesota. Southwest does not function in isolation; it is one component in a large educational network. If changes are made in the mission or scope of Southwest, the impact of those changes on other institutions and the university must be considered carefully. Consequently, a rationale for each alternative is presented as well as a summary of possible consequences for each, including enrollments, facilities use, total operating budget, cost per student and projected annual savings.

Five classes of alternatives have been identified in reviewing possible educational futures for southwestern Minnesota: (1) no change, (2) retrenchment, (3) reorganization, (4) consolidation, and (5) extra-institutional statewide policies. These can be characterized by the following observations:

1. "no change" would not alter the existing relations among the institutions in the region.
2. "retrenchment at SSU" would be essentially internal, and while it might serve to redistribute some students, would leave the institution configurations essentially the same.
3. "reorganization at SSU" would have approximately the same effect as (2) although this effect would be larger depending on the programmatic changes involved.
4. "consolidation" of one or more institutions would dramatically change the institutional configurations in the region.
5. "extra-institutional redistribution of students" would preserve the existing configuration of institutions while attempting to alter the distribution of students to them.

With the exception of the no change option, the alternatives can be considered as approaching the problem in the region at three different levels. One level is to deal with the problem internally at SSU either through reorganization or retrenchment. The second level is to reorganize and restructure post-secondary education in the region through consolidation. The third level is to do nothing with the institutions and to manipulate statewide policy to redistribute students to the southwest region. It is important to remember that while we distinguish these alternative types conceptually, some alternatives discussed in this chapter have elements from more than one level.

Reorganization and retrenchment attempt to deal with the demographic problems by a shift in the scope of an institution and by greater cost-effectiveness. The consolidation alternatives attempt to deal with the demographic problem through a reduction in the number of institutions

6. Unnecessary duplication of programs would be eliminated.
7. Unnecessary duplication of administrative and support services would be eliminated.
8. The faculty and staff at Southwest would most likely be terminated.
9. The faculty and professional staff at Morris may strongly oppose leaving Morris.
10. There will be political opposition to shifting Southwest from the governance of the State University Board to the University of Minnesota Board of Regents.
11. Political resistance to closing Morris would be strong.

Alternative H: Alternative G Plus Consolidation of Canby AVTI, Granite Falls AVTI and Willmar Community College at Morris

This alternative includes the establishment of a consolidated campus of the University of Minnesota at Marshall similar to Alternative G. In addition to the consolidation of SSU and UM-Morris, it includes closing Canby AVTI, Granite Falls AVTI, and Willmar Community College and the establishment of a residential, comprehensive community college at Morris. The geographical proximity of Canby and Granite Falls and the projected enrollment decline for all three institutions suggest the desirability of consolidating them at the Morris site. The establishment of a residential, comprehensive community college at Morris would provide for effective use of the Morris campus and ensure continued educational service to the region.

The consequences of this alternative include some of those of Alternative G (2, 4, 6, 7, 8, 9, 10) plus:

1. There would be three rather than one unused educational facilities.
2. The communities of Canby, Granite Falls, and Willmar would suffer a negative economic impact.
3. There would be fewer students from the 19-county region enrolling in post-secondary education.
4. There would be significant shift in governance patterns resulting from the consolidation of institutions under the authority of the Community College Board.
5. It would result in substantial annual operating savings due to a reduction in the number of physical plants, administrative and support staffs.
6. Political opposition to closing local institutions is certain.
7. A unique educational institution would be established to serve southwest Minnesota.
8. The magnitude and difficulty of the change proposed by this alternative may exceed the limits of administration and management of higher education.

Alternative I: Consolidation of Collegiate Institutions at Marshall

With this alternative, one collegiate institution is created in southwestern Minnesota with larger enrollment and a greater mass of faculty and program resources. It involves closing Worthington Community College and Willmar Community College. A review of the MSAT profiles for these institutions reveals that the academic aptitude and high school rank of students now enrolled in these schools are almost identical. These students could be served by one consolidated institution. The enrollment projections for these campuses indicate severe declines through the 1980's. Maintenance of separate campuses would result in a state of constant retrenchment and severely impaired program quality. Morris remains open in this alternative.

The following are consequences of this alternative:

1. There would be a steep decline (the most severe projected) in the number of regional residents enrolling in post-secondary education.
2. There would be a negative economic impact on the communities of Willmar and Worthington.
3. Improved utilization of the SSU plant would occur.
4. There would be less duplication of programs in the region.
5. Faculty and staff at Worthington and Willmar would either be dispersed to other community colleges or the institution at Marshall or be released.
6. Expenditures for post-secondary education would be reduced in the region.
7. Unnecessary duplication of administrative and support services would be eliminated.
8. Political resistance to closing schools would be strong.

Alternative J: Establishment of a Comprehensive Residential Community College at Marshall

This alternative includes closing Southwest State University and all area vocational-technical institutes in the 19-county region and establishing a comprehensive, residential community college at Marshall. The facilities currently housing these institutions could be utilized by local school districts for secondary vocational-technical programs. The consolidated, residential comprehensive institution at Marshall would then serve as a transfer site for secondary students wishing to further develop their occupational skills.

The following consequences would result from this alternative:

1. There would be a decline in the number of regional residents enrolling in post-secondary education.
2. There would be a negative economic impact on communities where schools are closed.
3. Plant utilization at the Marshall facility would improve.
4. Duplication of programs in the region would be eliminated.
5. The highest projected savings for any alternative could be achieved after the initial costs of relocation.
6. Faculty and staff at Southwest would be terminated.
7. Effective integration of technical programs with liberal arts programs would be difficult to achieve.
8. The region would no longer have a baccalaureate program.
9. Political resistance to closing schools would be strong.

EXTRA-INSTITUTIONAL REDISTRIBUTION OF STUDENTS

Alternative K: Enrollment Ceilings at All Public Four-Year Institutions Except SSU

This alternative is based on the implementation of a statewide enrollment ceiling for new entering freshmen at all four-year institutions except SSU to the number that enrolled in fall 1975. The intent is to direct some students

to SSU and away from institutions that are fully used or facing short-term enrollment bulges. The effect of this policy would last for four years. Once the number of high school graduates, statewide, began to decline, enrollment ceilings would not affect most or all institutions.

The following would be consequences of this alternative:

1. There would be no change in projected regional or statewide enrollments.
2. There would be better utilization of the Marshall plant.
3. There would be moderate financial savings due to faculty retrenchment at SSU.
4. Student choice in public post-secondary education would be constrained until the number of high school graduates returned to the 1975 level.
5. Student resistance would be encountered and the effectiveness of the plan threatened.
6. Other institutions may resist the enrollment ceiling.
7. Reciprocity with Wisconsin and North Dakota may be re-examined with the intent of reducing incentives to enroll out-of-state.

Alternative L: No Tuition at SSU

Under this alternative, the state would provide free tuition to all Minnesota residents attending SSU. The intention is to provide an economic incentive for students to enroll at SSU.

This alternative would result in the following consequences:

1. There would be no change in the projected regional or statewide enrollments.
2. There would be better utilization of the Marshall plant.
3. The tuition subsidy would be offset by retrenchment savings at Southwest.

As these alternatives suggest, there are a wide variety of choices for Southwest State University. The objectives for Minnesota post-secondary education presented in Chapter I are guideposts for comparing the merits of the alternatives. For some objectives definite quantifiable indicators are readily available, e.g., space per student as an indicator of the use of facilities. These indicators have been generated in the simulations. Consequently, the alternatives can be ranked on the basis of how well they seem to meet these objectives.

For several other objectives, quantifiable indicators are not so easily generated. Yet the Board considers these as important factors in comparing the various alternatives. Without quantifiable measures, personal judgment and insight must be relied on to determine how well objectives will be met within the constraints of each alternative.

QUANTIFIABLE OBJECTIVES AND RANKING OF ALTERNATIVES

The alternatives have been ranked according to the objectives which can be measured. The relative importance of these indicators has not been established so that all are equally important in the consideration of each alternative. The rankings have no statistical significance. Rather they represent a numerical ordering of each alternative based on its score with respect to each indicator. A different ranking can be achieved by assigning the indicators variable weights or by using different indicators. Because the simulations have been generated for a 25 year period, the rankings have been provided for 1985 and 1995 in order to assess their long-term impact.

The number of 19-county residents enrolling in post-secondary education as compared to Alternative A (no change) and the number of communities with local access to institutions have been selected as indicators of "Access to Post-Secondary Education." The square feet per student enrolled in regional post-secondary institutions was chosen as the indicator of "Use of Facilities." Both the cost per student enrolled in regional schools and the savings in the regional post-secondary education operating budget compared to Alternative A (no change) were used to indicate the extent to which an alternative succeeds in achieving "Management Efficiency and Effectiveness."

Tables 22 and 23 present the ranking of each alternative according to its simulation result on each of these indicators. A rank of one is the most desirable score. The ranking of each alternative on each indicator was added to yield a total score which is the sum of the rankings. The indicators have not been weighted; consequently, the sum of rankings reveals a small range of scores. The overall rank of each alternative, based on the sum of rankings, is found in the last column in the tables.

A review of the simulation results permits some tentative observations to be made. They are summarized below. It should be emphasized that these results only portray general relationship and effects of the 15 alternatives.

1. **Under any of these alternatives, post-secondary institutions in southwestern Minnesota will experience enrollment declines in the future. But, the implication of the decline of any individual institution will vary depending on the alternative.**
2. **Maintaining the status quo at SSU is one of the least attractive alternatives.**
3. **Consolidation alternatives, with the exception of Alternative I, Consolidation of Collegiate Institutions at Marshall, result in the greatest cost savings, facilities use and cost-effectiveness.**
4. **Closing institutions results in some access denial to persons living in or near those communities.**
5. **Consolidation results in loss of geographical proximity to institutions.**
6. **The adoption of statewide policies such as tuition subsidies without other modifications will have small enrollment effects on SSU.**
7. **The greatest opportunity for cost savings results from closing or consolidating institutions.**
8. **Retrenchment of SSU to the State University System average cost for direct instruction results in major savings.**

NON-QUANTIFIABLE OBJECTIVES

The remaining objectives (faculty productivity, maintenance of program quality, elimination of duplication, responsiveness of decision-making structures, and the coordination of state policies) are as important in comparing the alternatives; however, prediction of how well these are achieved is more difficult.

Since all of the alternatives, with the exception of Alternative A (no change), require the retrenchment of faculty at the Marshall campus, faculty productivity in

TABLE 22

RANKED SIMULATION RESULTS BASED ON FIVE INDICATORS, 1985

Alternative	Geographic Proximity	Net Regional Enrollment Effect	Regional Space Per Student	Net Regional Operational Savings	Regional Cost Per Student	Sum of Rankings	Overall Rank
A_1 No change, 1975 entrance rate	5.5	9.5	12.0	11.5	14	52.5	14.0
A_2 No change, 5-year average entrance rate	5.5	9.5	6.5	11.5	6	39.0	7.5
B Retrenchment at SSU	5.5	9 5	12.0	5.0	7	39.0	7.5
C Reorganization of SSU to original mission	5.5	2.0	12.0	6.0	8	33.5	4.0
D SSU current mission plus 2-year technical program	5.5	1.0	3.0	10.0	3	22.5	1.0
E_1 UM at Marshall with ag., tech., and lib. arts (100% enrollment)	5.5	5.0	8.0	14.0	10	42.5	11.5
E_2 UM at Marshall with ag., tech., and lib. arts (50% enrollment)	5.5	6.0	10.0	9.0	12	42.5	11.5
F_1 Technical institute at Marshall average transfer rate	5.5	3.5	14.0	13.0	15	51.0	13.0
F_2 Technical institute at Marshall high transfer rate	5.5	3.5	5.0	15.0	13	42.0	10.0
G Consolidation of SSU and UMM at Marshall	12.0	9.5	1.0	2.0	1	25.5	2.0
H Alternative G plus Morris comprehensive community college	14.0	13.0	4.0	3.0	2	36.0	5.0
I Consolidation of collegiate institutions at Marshall	13.0	15.0	15.0	4.0	11	58.0	15.0
J Comprehensive residential community college at Marshall	15.0	14.0	2.0	1.0	5	37.0	6.0
K Enrollment ceilings	5.5	9.5	6.5	7.0	4	32.5	3.0
L No tuition at SSU	5.5	9.5	9.0	8.0	9	41.0	9.0

terms of the number of students served for a specific type of institution is identical for Alternatives B through L. Obviously, Alternative A allows lower levels of faculty productivity by supporting a higher student/faculty ratio than permitted at other institutions in the State University System. In addition to the issue of the number of students per faculty member, faculty productivity is a matter of commitment to professional development and flexibility during a period of flux. This would be required equally for the successful implementation of any alternative.

The maintenance of programmatic quality is the product of several factors including balanced offerings and a core faculty of an adequate size to ensure that necessary breadth and depth of programs can be offered. Because Minnesota systems of post-secondary education tie the size of the faculty to the size of the student body, alternatives which increase the enrollments on one campus or site are likely to result in improved program quality. Those which result in fewer students on campuses will probably lead to a decline in the quality of education.

The elimination of duplication is another important factor which can result in greater benefits for the same expenditures. Alternatives resulting in the initiation of programs which are already available to regional residents fail to meet this objective. Those which best achieve this objective actually decrease the number of identical programs offered to regional residents by either consolidating those programs or by discontinuing some of them.

None of the alternatives are explicitly concerned with the promotion of governance structures and administrative arrangements which facilitate responsiveness to current and future needs. Success in implementing any of these alternatives would require a careful consideration of how governance and administrative relationships would promote such responsiveness and effectiveness.

A careful review of state social and economic policy is also required prior to the implementation of an alternative plan for Southwest State University. Plans for post-secondary education in the 19-county region not only must be educationally sound, but should be instrumental in supporting the general welfare of the citizens of Minnesota by maintaining the integrity of broader state policies for social and economic development.

TABLE 23

RANKED SIMULATION RESULTS BASED ON FIVE INDICATORS, 1995

Alternative	Geographic Proximity	Net Regional Enrollment Effect	Regional Space Per Student	Net Regional Operational Savings	Regional Cost Per Student	Sum of Rankings	Overall Rank
A_1 No change, 1975 entrance rate	5.5	9.5	12.5	13.5	14	55.0	14
A_2 No change, 5-year average entrance rate	5.5	9.5	6.0	13.5	10	44.5	12
B Retrenchment at SSU	5.5	9.5	12.5	5.0	6	38.5	7
C Reorganization of SSU to original mission	5.5	2.5	9.5	6.0	7	30.0	3
D SSU current mission plus 2 year technical program	5.5	1.0	3.0	10.0	3	22.5	1
E_1 UM at Marshall with ag., tech., and lib. arts (100% enrollment)	5.5	5.0	8.0	12.0	8.5	39.0	8
E_2 UM at Marshall with ag., tech., and lib. arts (50% enrollment)	5.5	6.0	11.0	9.0	12	43.5	11
F_1 Technical institute at Marshall average transfer rate	5.5	3.5	14.0	11.0	15	49.0	13
F_2 Technical institute at Marshall high transfer rate	5.5	3.5	6.0	15.0	13	43.0	10
G Consolidation of SSU and UMM at Marshall	12.0	9.5	1.0	2.0	1	25.5	2
H Alternative G plus Morris comprehensive community college	14.0	13.0	4.0	3.0	2	36.0	5
I Consolidation of collegiate institutions at Marshall	13.0	15.0	15.0	4.0	11	58.0	15
J Comprehensive residential community college at Marshall	15.0	14.0	2.0	1.0	5	37.0	6
K Enrollment ceilings	5.5	9.5	6.0	7.0	4	32.0	4
L No tuition at Marshall	5.5	9.5	9.5	8.0	8.5	41.0	9

APPENDICES

APPENDIX A

Statement by Chancellor G. Theodore Mitau
Concerning the Future Role of Southwest State University
(November 4, 1975)

After receiving the fall quarter enrollment report from Southwest State University, my office requested that President Jones provide a more detailed statistical analysis of enrollment projections, trends within specific academic programs, and faculty staffing ratios by program.

We have received that material and have reviewed it with great care. President Jones has participated in this review and is in complete agreement with the following analysis and recommendations. In our review – and particularly in the context of current discussions and actions at Southwest State University this fall – a number of considerations become apparent.

1. While it now appears that Southwest State University will come within 20 students of realizing the enrollment projections of last spring, the on-campus enrollment estimated for the current year will drop to 1,588 full-time equivalent students. Historical trends indicate that the enrollment range for 1976-1977 will be approximately between 1,350 and 1,500 full-time equivalent students.

2. During the last legislative session,the State University Board requested that Southwest State University be permitted a "minimum staffing plan" which permitted that institution more faculty positions than would have been the case under the 19 to 1 ratio utilized by the Legislature in allocating staff for our System. This request was made on two bases: (a) With approximately 1,700 to 1,800 students, Southwest could and should continue to offer an academic program of its present scope; and (b) to offer such breadth a "minimum" staff of 141 positions would be necessary.

   When we made this request to the Legislature and the Executive branch, a number of very legitimate and understandable questions were raised about the nature and scope of the academic program, the mission of the institution, and the generous amount of space available on the campus. Of equal concern was the enrollment projection for fall 1975. In responding to questions about these concerns, I indicated to the Legislature and to the Governor's Office that should the enrollment at Southwest State University fall below 1,600, we would take the initiative and call for a study of all post-secondary education in southwestern Minnesota.

3. Prior to my appointment as Chancellor in 1968, the statute which created Southwest State University in 1963 "established a technical and two-year liberal arts

college." The statute further provided that the Board "shall add a third and fourth year curriculum to the liberal arts courses" when it deemed such to be "feasible and necessary."

While the Legislature and the Board clearly intended that both the liberal and the applied arts were to be an integral part of the institution, development in the two areas has not been uniform. In the early years of the institution, a number of discrete liberal arts majors were established and staffed in a fairly generous manner. Unfortunately, when the enrollment decline started in 1971-1972 the funding base requested to maintain these liberal arts majors became increasingly difficult to justify.

Indeed, a review of enrollment trends within specific programs reveals some interesting comparisons.

- Twenty-two percent of the spring 1975 liberal arts majors did not return to the University in fall 1975, whereas 16% of the spring 1975 applied arts majors did not return.
- As of the current semester, 63% of the full-time equivalent faculty are in the liberal arts while only 37% are in the applied arts.
- Moreover, while the liberal arts faculty generates 57% of the full-time equivalent students the applied arts faculty generates 43% of the full-time equivalent students.

Because of the decline in the number of both students and faculty in the liberal arts area, there has been, understandably, heated debate and discussion about the nature of the curricular offerings. Discussions of staffing, curriculum, and long-range planning are, fundamentally, discussions of the nature of the institution and, more specifically, of how the liberal arts are to be defined. For example, should the liberal arts component be comprised of fully developed majors in all of the traditional areas or should the liberal arts – in an institution of this size and nature – be characterized more by an integrated, interdisciplinary approach?

4. Because of the intensity of the debate; the fear of some faculty – particularly those in declining programs – of loss of position; and, candidly, the polarization of the faculty, we have reluctantly concluded that we should not rely solely on the faculty governance process to transcend immediate interest to the benefit of the majority of students and faculty, the region, and the State of Minnesota.

In fairness, it should be noted that, in this era of declining enrollments and shortage of teaching positions, it is not surprising to find those faculty whose area is most affected reluctant to agree to staffing reallocations. Their commitment is, understandably, to their discipline. Unlike business and industry, in higher education – prior to collective bargaining – there was the tradition of considerable employee involvement in managerial decisions even though the State University Board **Governing Rules** clearly provide that the President is:

> *. . . the chief executive officer of the College and as such is responsible and accountable to the Board through the Chancellor for the operation of the College and its educational and related programs. The President shall carry out all duties which have been or may be delegated or assigned to him. He is empowered to take any action appropriate or necessary to carry out the duties and responsibilities assigned to him or his office.*

Moreover, while the specific content of authorized courses and curriculum is the responsibility of the faculty, the mission of the institution and the general nature of the curricular offerings of the institution are the responsibilities of the Board and, ultimately, of the Legislature. For example, State University Board **Governing Rule** 302 states:

> *The duties and responsibilities of the State College Board include "the educational management, supervision, and control of the State Colleges and of all property appertaining thereto." [M.S. 1969, Chapter 136.14] Pursuant to Minnesota Statutes the State College Board may take any action it deems necessary or desirable to fulfill the duties and responsibilities imposed on it by law. Subject only to the limitations contained in applicable provisions of federal and state constitutions and statutes, the State College Board has plenary power in relation to the System as a whole and the individual Colleges. The Chancellor and the College Presidents, and all other System and College officers, agencies, employees, and students have only such power in relation to the governance of the System and the Colleges and the making of System and College rules, regulations, and policies as are granted to them by the Board in these Governing Rules, Internal Rules Operating Policies, or*

College Constitutions. Those individuals or agencies which are assigned duties by the Board shall fulfill those duties in accordance with any instructions given to them by the Board or by officers or agencies designated by the Board. Failure to comply with such instructions shall make the offender liable for such penalties, including removal from office or termination of employment, as the Board may designate in an Internal Rule. Any duty assigned or power delegated to an individual or agency within the State College System by the Board may be resumed by the Board or reassigned or redelegated by the Board subject only to the provision that the Board must act in accordance with applicable statutes and these Governing Rules.

5. Given enrollment trends and future projections, it is evident that the present curricular offerings, staffing patterns, and perhaps the very nature of the institution must be re-examined. It is equally apparent that, given the deep philosophical differences which exist with the faculty, it is not realistic to expect such re-examination to occur successfully if it is only to internal considerations.
6. Moreover, the future role of Southwest State University – and how its programmatic offerings can be of most service to the general region and the state – is not strictly an institutional question. When Southwest was authorized by the Legislature there were four other post-secondary educational institutions in the region with an enrollment of 1,565. Today, there are, in addition to Southwest, eight post-secondary institutions with an enrollment of 4,184. For the State University System to re-examine the mission and the curriculum of Southwest State University in isolation would be unrealistic and unproductive. Southwest is but one institution in an area characterized by a declining number of high school graduates.

Therefore, as indicated during the last legislative session and after consultation with President Jones:

1. I am calling on the Higher Education Coordinating Commission to undertake a comprehensive study of post-secondary education in the southwestern region of the state.
2. The purpose of such a study would be to determine how the educational needs of the region might best be served while, at the same time, balancing questions of student access, curricular programming, utilization of present facilities, and expenditures of state resources. Within this context the study will address the future of Southwest State University.
3. To assist in the study, and to avoid any suggestion of inter-system competition or, for that matter, so-called inter-system log-rolling, we urge the Higher Education Coordinating Commission to utilize professionals from outside of the State of Minnesota.
4. We recommend that the study be implemented immediately so it can be completed by March 15, 1976.

In conclusion, let me indicate that, in no way, does this action minimize the importance of any institution in southwestern Minnesota nor is it intended to suggest that the liberal arts and the applied, the theoretical and the abstract, are mutually exclusive enterprises. The genius of the Legislature in creating Southwest State University was the combination of the liberal arts and the applied. However, this is a matter – which in my judgment – must now be addressed again, especially in view of present enrollment trends.

Involved in this issue are many questions of public policy which transcend any one institution or any one system, questions of regional access to all kinds of post-secondary education, the most effective use of the outstanding facilities which the state has provided at Southwest State University, and the best way to utilize future resources in order to provide a balanced educational program for the residents of southwestern Minnesota.

In discussing the proposed study with President Jones, he voiced his concern that the personalization of controversy on the Southwest State University campus might lessen his effectiveness in supporting an effort he strongly believes is necessary. Despite our confidence in President Jones and our support of his leadership, his desire that this study be a success has led him to submit the following letter:

Please accept my resignation to be effective May 31, 1976. I have come reluctantly to this decision for two reasons.

Although the only pressure to resign has come from what appears to be a minority of the faculty, both the public actions and statements of this group and the level of their professional performance have so demeaned the University and me that I find the current situation personally and professionally unbearable. Beyond this, I am convinced that the HECC study cannot be successful unless I remove the personal equation.

Most of the University students and staff, you and your staff, the State University Board, Governor Anderson, the Legislature, and the citizens of southwestern Minnesota have been understanding and as supportive as possible given the circumstances. Because this support exists I am confident that SSU has a bright future. During my remaining months at SSU I will do my very best to contribute to that future.

Regretfully I will forward Dr. Jones' letter to the Board. At this point we wish to thank him for his many contributions to Southwest State University and to the State University System. In his efforts to respond to the enrollment realities and the consequent staff and programmatic implications he has devoted all of his energies to Southwest State University. At all times, even when under very personal attack from a few faculty members, he has acted with professional responsibility. His resignation is further evidence of his desire to remove any personal considerations from the discussions about the future of the institution.

Until President Jones' departure from Southwest State University he will continue to carry out the responsibilities of the chief executive of the institution.

It will be my recommendation to the Board that Dr. Catherine Tisinger, Vice President for Academic Affairs, be named Interim President, her appointment to become effective immediately upon Dr. Jones' departure. We will also recommend to the Board that Dr. Tisinger serve as Interim President at least through the 1976-77 academic year. By that time findings emerging from the Higher Education Coordinating Commission study and subsequent Board action will have been submitted to the Governor and the Legislature, the future role of Southwest State University defined, and the necessary programmatic and staffing changes implemented.

Now I wish to speak very directly to members of this community – both within the University and the broader region. Dr. Jones, and upon his departure, Dr. Tisinger, will have the full support of my office and of the Board. Any who see Dr. Jones' resignation as indication that a small minority will run this university to their own benefit and to the exclusion of legislative and Board policy, and regardless of the interests of the region, the majority of faculty, and the students, will find they are mistaken.

There has been a great expenditure of emotional and physical energy in arguing about the nature of the institution, administrative structure, staffing patterns, and personalities. While discourse and debate are, and must always be, a vital part of an academic institution, unprofessional actions have no place.

Moreover, continued bickering about the mission and programmatic offerings of this university is now irrelevant; those questions will be addressed through the Higher Education Coordinating Commission study and subsequent Board and legislative action.

In the meantime, the burden is on this faculty to demonstrate its ability to offer high quality education to the students who are here. This is, potentially, a fine institution; it has many good and dedicated faculty, a fine student body, and outstanding regional support. The Governor and the Legislature have been extremely generous in providing facilities and staff, the latter in excess of customary ratios and in view of rapid enrollment declines within the past few years. It is now time for this institution to renew its commitment to the teaching of students and to service to the citizens of the area. Certainly it should be clear to all present that those called upon to conduct this study:

- will be more impressed with an institution that approaches the study with the spirit of professional respect rather than with a sense of demeanment or distraction;
- will be more impressed with a campus community that is committed to articulating its support than one that seeks fault with each other and with its leadership;
- will be more impressed with a spirit of flexibility and adaptability than with the faculty that would seek to dig in with preconceived or unwarranted anxieties;
- will be more impressed with an institution, a city, and a countryside that continue to have confidence in each other rather than being torn by divisiveness and distrust.

For my part, you have my personal pledge that I will make every effort to see to it that everything done by the State University System will be done in good faith and in the best professional manner; we will keep as our central focus the needs of our students and of this region of the state.

APPENDIX B

SOUTHWEST STUDY ADVISORY COMMITTEES

INSTITUTIONAL REPRESENTATIVES ADVISORY COMMITTEE

Elroy Burgeson, Director
Granite Falls Area Vocational-Technical Institute

Michael Cullen, Director
Willmar Area Vocational-Technical Institute

Dewain Englund, Director
Canby Area Vocational-Technical Institute

Leon Flancher, President
Worthington Community College

John Imholte, Provost
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Douglas Moore, President
Mankato State University

Arthur Schulz, Vice President for Academic Affairs
Dr. Martin Luther College

Delbert Schwieger, Director
Jackson Area Vocational-Technical Institute

Marvin Thomsen, Director
Pipestone Area Vocational-Technical Institute

Catherine Tisinger, President
Southwest State University

John Torgelson, President
Willmar Community College

CITIZENS ADVISORY COMMITTEE

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Olivia (Renville)

Judi Bernstein
Fairmont (Martin)

Marilyn Clarke
Fulda (Murray)

Robert Cudd
Willmar (Kandiyohi)

Richard Deason
Granite Falls (Yellow Medicine)

Aubrey Dirlam
Redwood Falls (Redwood)

Anne Doyle
St. James (Watonwan)

Darlene Herzog
Ivanhoe (Lincoln)

Lew Hudson
Worthington (Nobles)

Ronald Johnson
Jackson (Jackson)

Dick Jorgensen
Marshall (Lyon)

Donald Jorgensen
Willmar (Kandiyohi)

Lexy Krick
Slayton (Murray)

Charles McGuiggan
Marshall (Lyon)

Charles Miller
Butterfield (Watonwan)

F. A. "Jim" Miller
Windom (Cottonwood)

Ralph Norland
Montevideo (Chippewa)

Dick Olson
Canby (Yellow Medicine)

Porter Olstad
Hanska (Brown)

Bert Phillips
Willmar (Kandiyohi)

Joan Reckdahl
Grove City (Meeker)

Bill Rodeo
Benson (Swift)

Stan Schirm
Appleton (Swift)

Roger Smed
Marshall (Lyon)

Mark Stewart
Dawson (Lac Qui Parle)

John Stone
Pipestone (Pipestone)

John Suedbeck
Marshall (Lyon)

John Thompson
Benson (Swift)

Kathryn Vander Kooi
Luverne (Rock)

David Wettergren
Fairmont (Martin)

John Weyrens
Madison (Lac Qui Parle)

John Zwach
Lucan (Redwood)

HIGHER EDUCATION ADVISORY COUNCIL

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Department of Education

Garry Hays, Chancellor
State University System

Philip C. Helland, Chancellor
State Board for Community Colleges

Dr. C. Peter Magrath, President
University of Minnesota

Harvey Stegemoeller, Executive Director
Minnesota Private College Council

APPENDIX C

TABLE 24

ANNUAL LIVE BIRTHS IN THE 19-COUNTY REGION, 1957-1974

Year	Brown	Chippewa	Cottonwood	Jackson	Kandiyohi	Lac Qui Parle	Lincoln	Lyon	Martin	Meeker
1957	696	395	373	336	669	299	187	619	642	410
1958	718	349	374	344	677	276	210	632	627	407
1959	674	373	361	347	717	273	213	590	678	454
1960	709	367	376	319	657	260	229	615	646	405
1961	693	362	327	344	640	270	198	543	580	457
1962	663	330	339	294	607	228	183	588	566	437
1963	604	323	286	277	561	200	158	539	476	382
1964	616	295	295	245	542	204	180	489	467	334
1965	541	255	268	232	506	190	147	460	409	317
1966	526	246	231	240	439	138	116	426	352	314
1967	483	196	215	192	432	137	124	364	374	256
1968	473	189	230	199	441	148	117	376	330	246
1969	434	204	191	184	436	124	91	402	338	291
1970	436	190	183	200	451	124	121	383	361	307
1971	439	199	192	204	442	135	122	381	341	297
1972	435	190	198	185	470	107	100	341	313	299
1973	380	171	203	167	443	121	94	334	326	280
1974	416	212	213	230	504	135	114	381	335	300

ANNUAL LIVE BIRTHS IN THE 19-COUNTY REGION, 1957-1974

Year	Murray	Nobles	Pipestone	Redwood	Renville	Rock	Swift	Watonwan	Yellow Medicine	19-County Region
1957	361	631	326	571	574	316	349	326	399	8,479
1958	379	568	345	528	537	265	328	319	379	8,272
1959	403	610	337	558	562	298	344	348	322	8,462
1960	370	529	319	548	539	294	333	375	357	8,237
1961	341	558	307	506	522	267	317	343	330	7,905
1962	368	564	328	507	494	254	330	283	308	7,671
1963	314	461	261	494	456	219	274	250	287	6,824
1964	316	483	274	427	423	226	256	229	267	6,568
1965	267	499	251	389	375	186	239	232	224	5,987
1966	247	415	212	369	382	199	229	201	222	5,504
1967	204	387	167	325	316	184	228	184	195	4,963
1968	197	364	196	327	322	174	201	214	189	4,933
1969	205	377	189	306	296	153	215	169	184	4,789
1970	165	362	180	313	302	185	194	205	209	4,871
1971	189	349	192	269	284	176	185	198	181	4,775
1972	185	302	166	275	293	162	171	175	198	4,565
1973	136	292	163	248	247	138	163	156	152	4,214
1974	163	331	165	272	298	174	169	180	102	4,774

APPENDIX D

TABLE 25

PROJECTED HIGH SCHOOL GRADUATES IN THE 19-COUNTY REGION

Year	Brown	Chippewa	Cottonwood	Jackson	Kandiyohi	Lac Qui Parle	Lincoln	Lyon	Martin	Meeker
1977	643	230	264	227	549	159	148	516	446	452
1978	622	270	260	228	504	177	148	500	430	486
1979	597	231	261	223	532	178	152	494	428	461
1980	640	243	253	214	484	166	138	509	438	466
1981	622	201	240	204	484	135	115	471	382	448
1982	552	211	199	166	451	145	139	436	370	408
1983	527	162	218	179	412	132	114	394	331	373
1984	502	211	177	161	413	119	100	369	314	345
1985	382	142	152	150	375	98	85	285	256	203
1986	381	144	169	157	383	111	82	301	229	204
1987	348	157	133	143	379	89	61	322	241	244
1988	351	144	132	158	392	92	90	304	259	256
1989	354	152	140	161	384	101	86	304	239	246
1990	350	144	144	144	409	75	68	270	219	248

PROJECTED HIGH SCHOOL GRADUATES IN THE 19-COUNTY REGION

Year	Murray	Nobles	Pipestone	Redwood	Renville	Rock	Swift	Watonwan	Yellow Medicine	19-County Total
1977	207	432	253	358	455	174	277	253	295	6,338
1978	197	396	257	397	366	173	289	273	298	6,271
1979	146	380	275	372	429	190	254	236	303	6,142
1980	182	428	230	363	386	184	272	203	294	6,093
1981	160	381	264	344	349	156	236	184	244	5,620
1982	149	360	198	305	356	150	206	185	244	5,230
1983	127	379	193	275	309	134	215	160	202	4,836
1984	145	308	190	288	265	125	201	160	191	4,584
1985	121	300	112	166	231	141	156	129	149	3,633
1986	121	281	148	190	241	130	141	158	148	3,719
1987	128	294	138	173	218	113	141	158	144	3,597
1988	95	280	131	180	226	143	136	153	166	3,688
1989	122	270	142	149	209	132	131	142	140	3,604
1990	113	231	119	159	219	121	120	124	157	3,434

APPENDIX E

DESCRIPTIONS OF THE 20 GOAL AREAS IN THE INSTITUTIONAL GOALS INVENTORY

OUTCOME GOALS

Academic Development – This goal has to do with acquisition of general and specialized knowledge, preparation of students for advanced scholarly study, and maintenance of high intellectual standards on the campus.

Intellectual Orientation – This goal area relates to an attitude about learning and intellectual work. It means familiarity with research and problem solving methods, the ability to synthesize knowledge from many sources, the capacity for self-directed learning, and a commitment to lifelong learning.

Individual Development – This goal area means identification by students of personal goals and development of means for achieving them, enhancement of sense of self-worth and self-confidence.

Humanism/Altruism – This goal area reflects a respect for diverse cultures, commitment to working for world peace, consciousness of the important moral issues of the time, and concern about the welfare of man generally.

Aesthetic Awareness – This goal area entails a heightened appreciation of a variety of art forms, required study in the humanities or arts, exposure to forms of non-Western art, and encouragement of active student participation in artistic activities.

Traditional Religiousness – This goal area is intended to mean a religiousness that is orthodox, doctrinal, usually sectarian, and often fundamental – in short, traditional rather than "secular" or "modern."

Vocational Preparation – This goal area means offering: specific occupational curriculums (as in accounting or nursing), programs geared to emerging career fields, opportunities for retraining or upgrading skills, and assistance to students in career planning.

Advanced Training – This goal area can be most readily understood simply as the availability of postgraduate education. It means developing and maintaining a strong and comprehensive graduate school, providing programs in the professions, and conducting advanced study in specialized problem areas.

Research – This goal area involves doing contract studies for external agencies, conducting basic research in the natural and social sciences, and seeking generally to extend the frontiers of knowledge through scientific research.

Meeting Local Needs – This goal area is defined as providing for continuing education for adults, serving as a cultural center for the community, providing trained manpower for local employers, and facilitating student involvement in community-service activities.

Public Service – This goal area means working with governmental agencies in social and environmental policy formation, committing institutional resources to the solution of major social and environmental problems, training people from disadvantaged communities, and generally being responsive to regional and national priorities in planning educational programs.

Social Egalitarianism – This goal area has to do with open admissions and meaningful education for all admitted, providing educational experiences relevant to the evolving interests of minority groups and women, and offering remedial work in basic skills.

Criticism/Activism — This goal area means providing criticisms of prevailing American values, offering ideas for changing social institutions judged to be defective, helping students learn how to bring about change in American society, and being engaged, as an institution, in working for basic changes in American society.

PROCESS GOALS

Freedom — This goal area is defined as protecting the right of faculty to present controversial ideas in the classroom, not preventing students from hearing controversial points of view, placing no restrictions on off-campus political activities by faculty or students, and ensuring faculty and students the freedom to choose their own life styles.

Democratic Governance — This goal area means decentralized decision-making arrangements by which students, faculty, administrators, and governing board members can all be significantly involved in campus governance; opportunity for individuals to participate in all decisions affecting them; and governance that is genuinely responsive to the concerns of everyone at the institution.

Community — This goal area is defined as maintaining a climate in which there is faculty commitment to the general welfare of the institution, open and candid communication, open and amicable airing of differences, and mutual trust and respect among students, faculty, and administrators.

Intellectual Environment — This goal area means a rich program of cultural events, a campus climate that facilitates student free-time involvement in intellectual and cultural activities, an environment in which students and faculty can easily interact informally, and a reputation as an intellectually exciting campus.

Innovation — This goal area is defined as a climate in which continuous innovation is an accepted way of life; it means established procedures for readily initiating curricular or instructional innovations; and, more specifically, it means experimentation with new approaches to individualized instruction and to evaluating and grading student performance.

Off-Campus Learning — This goal area includes time away from the campus in travel, work-study, VISTA work, etc.; study on several campuses during undergraduate programs; awarding degrees for supervised study off the campus; awarding degrees entirely on the basis of performance on an examination.

Accountability/Efficiency — This goal area is defined to include use of cost criteria in deciding among program alternatives, concern for program efficiency, accountability to funding sources for program effectiveness, and regular submission of evidence that the institution is achieving stated goals.

ADDITIONAL GOAL STATEMENTS

91. to provide educational programs in technical fields of study at the baccalaureate level . . .
92. to provide educational programs in the liberal arts at the baccalaureate level . . .
93. to function as a university that primarily serves southwestern Minnesota
94. to operate a major program for the study of rural America . . .
95. to become an educational center for the physically handicapped . . .
96. to provide educational programs in agriculture and agri-business at the baccalaureate level . . .

FIGURE 10

SOUTHWEST STATE UNIVERSITY STUDENTS
INSTITUTIONAL GOALS INVENTORY RATINGS

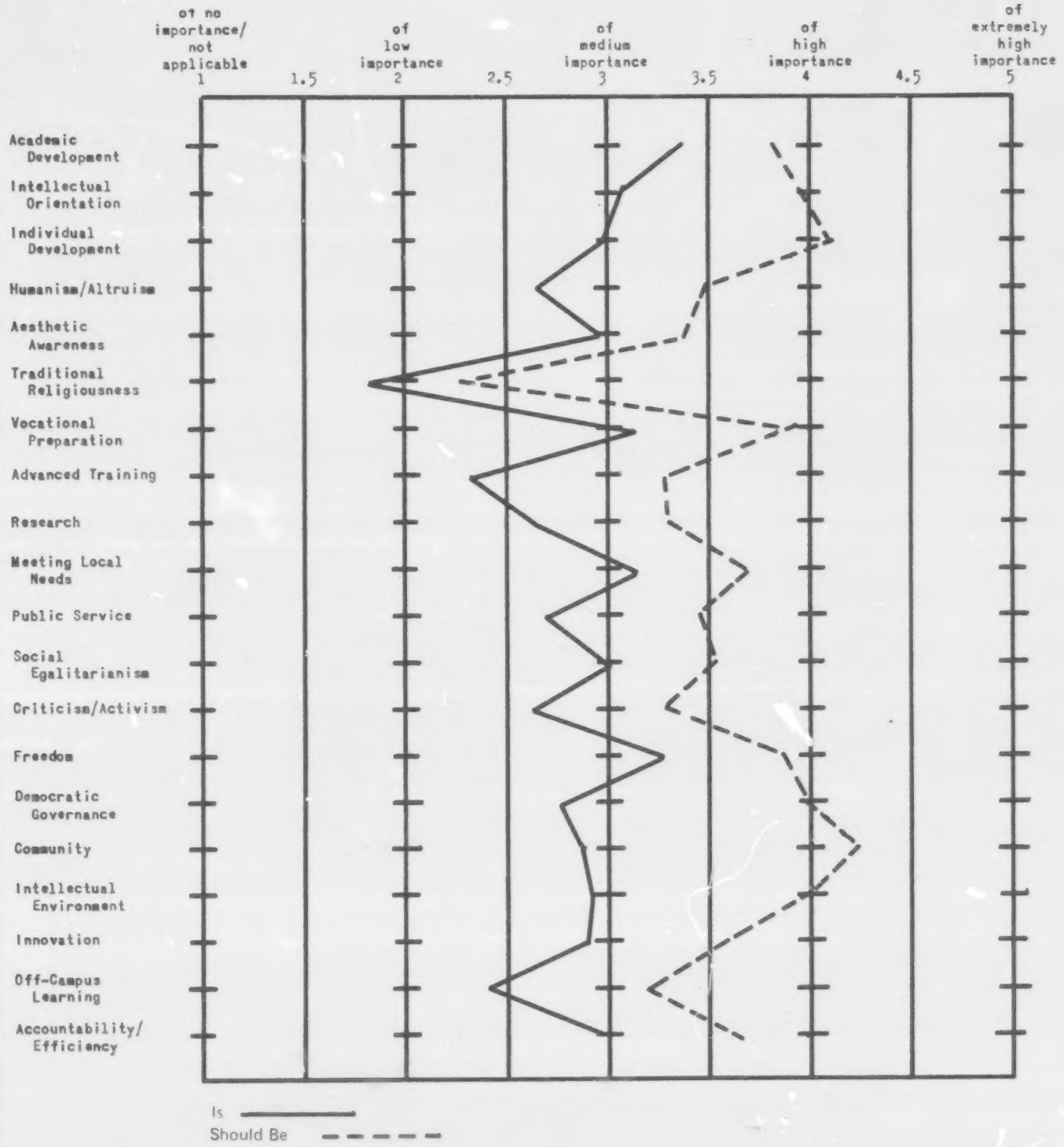

FIGURE 11

SOUTHWEST STATE UNIVERSITY FACULTY
INSTITUTIONAL GOALS INVENTORY RATINGS

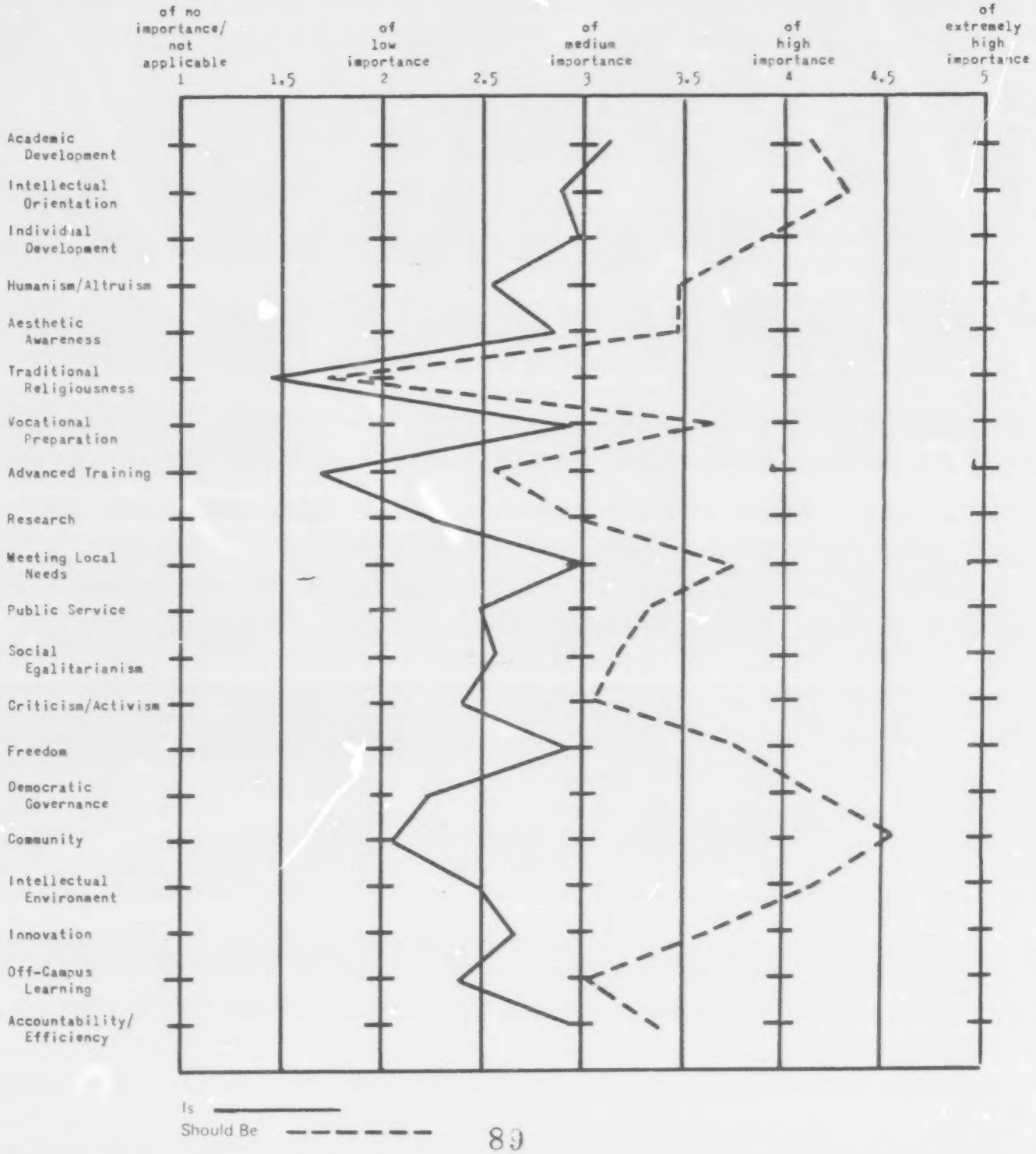

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FIGURE 12

SOUTHWEST STATE UNIVERSITY ADMINISTRATION
INSTITUTIONAL GOALS INVENTORY RATINGS

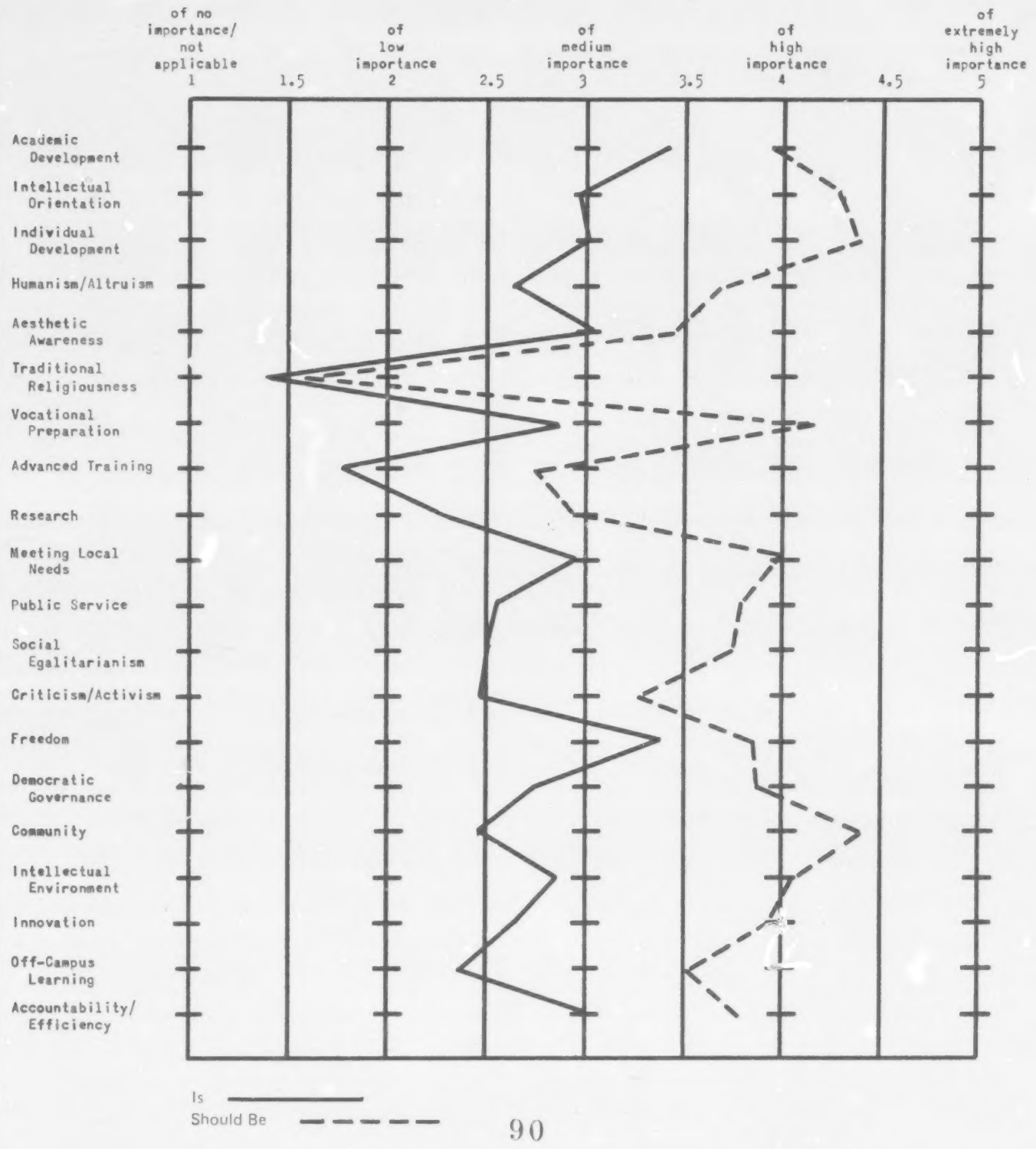

FIGURE 13

CITIZENS ADVISORY COMMITTEE
INSTITUTIONAL GOALS INVENTORY RATINGS

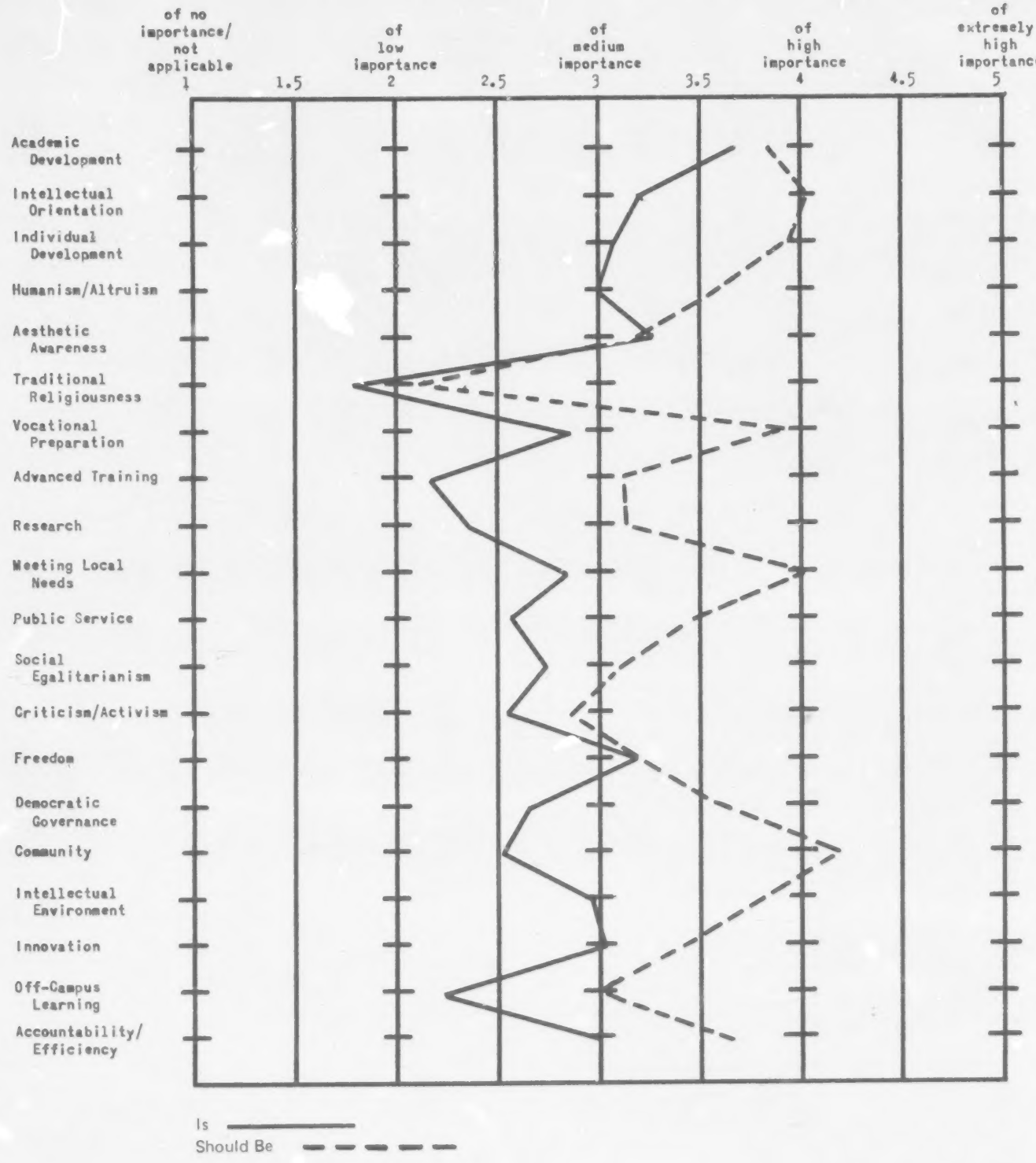

FIGURE 14

INSTITUTIONAL REPRESENTATIVES ADVISORY COMMITTEE
INSTITUTIONAL GOALS INVENTORY RATINGS

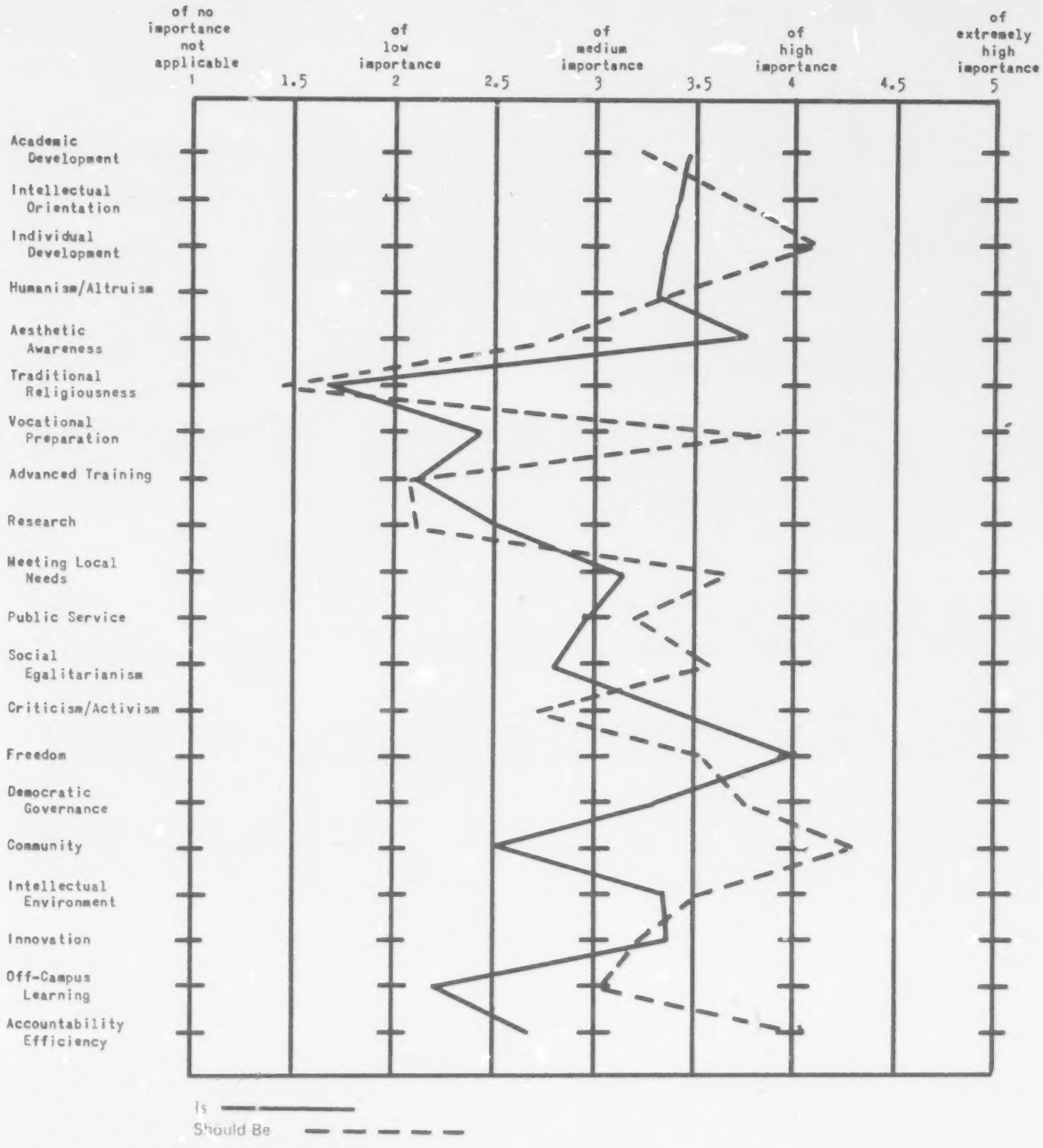

TABLE 26

INSTITUTIONAL GOALS INVENTORY "IS" RESPONSES[a]

1 – No importance or not applicable 2 – Low importance 3 – Medium importance 4 – High importance
5 – Extremely high importance

	Students		Faculty		Administration		Citizens AC		Overall	
Outcome Goals	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank
Academic Development	3.34	1	3.12	1	3.40	1	3.64	1	3.38	1
Intellectual Orientation	3.05	5	2.88	7	2.96	6	3.20	3	3.02	4
Individual Personal Development	2.99	8	2.98	3	3.01	5	3.07	5	3.01	5
Humanism/Altruism	2.64	16	2.54	11	2.64	11	3.00	6	2.71	11
Cultural/Aesthetic Awareness	2.97	9	2.83	8	3.06	3	3.26	2	3.03	3
Traditional Religiousness	1.82	20	1.44	20	1.38	20	1.70	20	1.59	20
Vocational Preparation	3.14	4	2.94	5	2.85	8	2.85	10	2.95	8
Advanced Training	2.31	19	1.69	19	1.73	19	2.17	19	1.98	19
Research	2.65	15	2.23	16	2.25	18	2.35	17	2.37	17
Meeting Local Needs	3.16	3	3.00	2	2.92	7	2.83	11	2.98	7
Public Service	2.70	14	2.49	12	2.57	13	2.57	14	2.58	14
Social Equalitarianism	3.00	7	2.56	10	2.50	14	2.72	12	2.70	12
Social Criticism/Activism	2.62	17	2.40	14	2.48	15	2.55	15	2.51	15
Process Goals										
Freedom	3.29	2	2.92	6	3.37	2	3.17	4	3.19	2
Democratic Governance	2.77	13	2.21	17	2.72	10	2.67	13	2.59	13
Community	2.89	12	2.06	18	2.46	16	2.53	16	2.49	16
Intellectual/Aesthetic Environment	2.92	10	2.49	12	2.83	9	2.95	9	2.80	9
Innovation	2.90	11	2.66	9	2.63	12	3.00	6	2.80	9
Off-Campus Learning	2.41	18	2.39	15	2.38	17	2.23	18	2.35	18
Accountability/Efficiency	3.02	6	2.98	3	3.02	4	2.97	8	3.00	6

[a]The responses of the Institutional Representatives Advisory Committee have been excluded because the small sample size (8) prevents any statistical inference from the data.

TABLE 27

INSTITUTIONAL GOALS INVENTORY "SHOULD BE" RESPONSES[a]

1 – No importance or not applicable 2 – Low importance 3 – Medium importance 4 – High importance
5 – Extremely high importance

	Students		Faculty		Administration		Citizens AC		Overall	
Outcome Goals	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank
Academic Development	3.81	8	4.07	5	3.93	7	3.83	6	3.91	5
Intellectual Orientation	3.96	4	4.30	2	4.24	3	4.03	2	4.14	2
Individual Personal Development	4.10	2	3.90	6	4.35	2	3.93	5	4.07	3
Humanism/Altruism	3.47	13	3.49	11	3.67	13	3.59	10	3.56	12
Cultural/Aesthetic Awareness	3.36	15	3.49	11	3.40	16	3.20	13	3.36	14
Traditional Religiousness	2.27	18	1.62	20	1.59	20	1.88	20	1.84	20
Vocational Preparation	3.92	5	3.64	9	4.11	4	3.98	4	3.91	5
Advanced Training	3.27	18	2.55	19	2.74	19	3.13	16	2.92	19
Research	3.29	16	2.95	18	2.94	18	3.14	15	3.08	18
Meeting Local Needs	3.69	9	3.74	8	3.97	6	4.03	2	3.86	8
Public Service	3.44	14	3.32	14	3.69	12	3.48	11	3.48	13
Social Equalitarianism	3.52	12	3.19	15	3.63	14	3.10	17	3.36	14
Social Criticism/Activism	3.28	17	3.05	16	3.23	17	2.85	19	3.10	17
Process Goals										
Freedom	3.84	7	3.75	7	3.84	10	3.18	14	3.65	9
Democratic Governance	3.98	3	4.13	4	3.87	9	3.60	9	3.90	7
Community	4.22	1	4.55	1	4.40	1	4.18	1	4.34	1
Intellectual/Aesthetic Environment	3.95	6	4.14	3	4.05	5	3.78	7	3.98	4
Innovation	3.58	11	3.62	10	3.91	8	3.40	12	3.63	10
Off-Campus Learning	3.20	20	3.01	17	3.52	15	2.98	18	3.18	16
Accountability/Efficiency	3.61	10	3.39	13	3.78	11	3.65	8	3.61	11

[a]The responses of the Institutional Representatives Advisory Committee have been excluded because the small sample size (8) prevents any statistical inference from the data.

TABLE 28

INSTITUTIONAL GOALS INVENTORY DISCREPANCY BETWEEN "IS" AND "SHOULD BE" RESPONSES[a]

Outcome Goals	Students		Faculty		Administration		Citizens AC		Overall Mean	
	Discp.	Rank	Discp.	Rank	Discp.	Rank	Discp.	Rank	Discp.	Rank
Academic Development	0.47	18	0.95	6	0.53	17	0.19	17	0.54	17
Intellectual Orientation	0.91	6	1.42	4	1.28	3	0.83	8	1.11	4
Individual Personal Development	1.11	3	0.92	8	1.34	2	0.86	7	1.06	5
Humanism/Altruism	0.83	7	0.95	6	1.03	12	0.59	13	0.85	10
Cultural/Aesthetic Awareness	0.39	20	0.66	15	0.34	19	−0.06	20	0.33	19
Traditional Religiousness	0.45	19	0.18	20	0.21	20	0.18	18	0.26	20
Vocational Preparation	0.78	9	0.70	14	1.26	5	1.13	3	0.97	6
Advanced Training	0.96	5	0.86	9	1.01	13	0.96	4	0.95	7
Research	0.64	13	0.72	13	0.69	16	0.79	10	0.71	13
Meeting Local Needs	0.53	16	0.74	12	1.05	11	1.20	2	0.88	9
Public Service	0.74	10	0.83	10	1.12	10	0.91	5	0.90	8
Social Equalitarianism	0.52	17	0.63	17	1.13	9	0.38	15	0.67	14
Social Criticism/Activism	0.66	12	0.65	16	0.75	15	0.30	16	0.59	16
Process Goals										
Freedom	0.55	15	0.83	10	0.47	18	0.01	19	0.47	18
Democratic Governance	1.21	2	1.92	2	1.15	7	0.93	5	1.30	2
Community	1.33	1	2.49	1	1.94	1	1.65	1	1.85	1
Intellectual/Aesthetic Environment	1.03	4	1.65	3	1.22	6	0.83	8	1.18	3
Innovation	0.68	11	0.96	5	1.28	3	0.40	14	0.83	11
Off-Campus Learning	0.79	8	0.62	18	1.14	8	0.75	11	0.83	11
Accountability/Efficiency	0.59	14	0.41	19	0.76	14	0.68	12	0.61	15

[a]The responses of the Institutional Representatives Advisory Committee have been excluded because the small sample size (8) prevents any statistical inference from the data.

TABLE 29

INSTITUTIONAL GOALS INVENTORY RESPONSES TO SUPPLEMENTAL GOAL STATEMENTS[a]

	Students		Faculty		Administration		Citizens AC		Overall	
"IS"	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank
91 Technical Mission	3.36	3	3.40	3	3.50	4	2.53	4	3.20	4
92 Liberal Arts Mission	3.26	4	3.20	4	3.66	2	4.00	1	3.53	2
93 Regional Mission	3.48	2	3.47	2	3.75	1	3.14	3	3.46	3
94 Rural Study	2.69	6	2.32	6	2.34	6	2.21	5	2.39	5
95 Handicapped Center	3.97	1	3.55	1	3.63	3	3.67	2	3.71	1
96 Agricultural Mission	2.75	5	2.52	5	2.48	5	2.00	6	2.44	6
"Should Be"										
91 Technical Mission	3.72	4	3.72	4	3.97	3	4.20	3	3.90	3
92 Liberal Arts Mission	3.95	2	4.14	1	3.63	6	3.80	5	3.88	4
93 Regional Mission	3.48	5	3.33	6	3.81	5	3.79	6	3.60	6
94 Rural Study	3.44	6	3.39	5	3.91	4	4.36	2	3.78	5
95 Handicapped Center	4.05	1	4.01	2	4.34	1	4.00	4	4.10	2
96 Agricultural Mission	3.85	3	3.83	3	4.17	2	4.67	1	4.13	1
Discrepancy "Should Be – IS"										
91 Technical Mission	0.36	4	0.32	5	0.47	4	1.67	3	0.71	3
92 Liberal Arts Mission	0.69	3	0.94	3	−0.03	6	−0.20	6	0.35	5
93 Regional Mission	0.00	6	−0.14	6	0.06	5	0.65	4	0.14	6
94 Rural Study	0.75	2	1.07	2	1.57	2	2.15	2	1.39	2
95 Handicapped Center	0.08	5	0.46	4	0.71	3	0.33	5	0.40	4
96 Agricultural Mission	1.10	1	1.31	1	1.69	1	2.67	1	1.69	1

[a]The responses of the Institutional Representatives Advisory Committee have been excluded because the small sample size (8) prevents any statistical inference from the data.

APPENDIX F

SIMULATION RESULTS

Through computer simulation, the effects of each alternative were estimated for a 25-year period. The outcomes of each alternative are presented for (1) the Marshall campus and (2) the aggregation of all public institutions in the 19-county region and the University of Minnesota, Morris.

The measures used are summarized below:

1. Full-time equivalent enrollments. The projections are made by (1) projecting full-time enrollments at each institution based on fall, 1975 full-time new entering freshmen attendance rates from each county to each institution multiplied by the projected high school graduates from each county, and by (2) projecting part-time enrollments in an institution by multiplying the fall 1975 part-time enrollments in an institution by the projected number in the 25- to 39-year-old age group in the region where the institution is located.
2. Total operating budget in current dollars. Total operating budgets are derived by multiplying the number of projected full-time equivalent students on a campus by the direct cost per student and support cost per student. In those alternatives which use the physical plant at Marshall, support costs are kept constant in order to assess the cost of keeping the entire facility open. No retrenchment was estimated for support costs and reduction of physical plant operation at Marshall.
3. Full cost per student. The full cost per student is an estimate of the direct cost per student for instruction and support for instruction. The figure includes expenditures for public service and research. Cost per student estimates are based on estimated expenditures for the 1975-76 academic year.
4. Annual operating savings. The annual savings of operating costs are determined by comparing the cost of the "no change" alternative with the costs of operating a new or reconstituted institution(s) under the various alternatives. For example, the annual operating savings under Alternative B: SSU Retrenched is the difference in the operating budget of Alternative A: No Change and Alternative B.
5. Assignable square feet per student. Space per student is derived by dividing the amount of academic assignable square feet on campus by the number of full-time equivalent students attending that campus in any year. Academic assignable square feet includes classrooms, laboratories, offices, general and special use space. It does not include residence halls, health services, maintenance, storage or food service.
6. Student access. Student access is an estimate of the students from the 19-county region in any year either provided or denied access by an alternative. This estimate is the difference between enrollments from the 19-county region in Alternative A (no change) and those in each succeeding alternative. It includes students attending institutions outside of southwestern Minnesota. If an alternative results in the same enrollment estimate, as Alternative A_1, this measure will not appear on the table.

TABLE 30

ALTERNATIVE A_1: NO CHANGE, FALL 1975 ENTRANCE RATE

This alternative has two functions: to operate as one of several alternatives and to provide a standard against which the other alternatives can be compared. It is intended to demonstrate the cost associated with preserving the status quo in southwestern Minnesota. The preliminary outcomes anticipated from this alternative are steadily declining enrollments combined with increasing cost per student and decreasing utilization of facilities. It is anticipated that this alternative will result in forcing the majority of institutions in southwestern Minnesota to endure constant retrenchment during the 1980's which will weaken their programs.

	MARSHALL CAMPUS EFFECTS				REGIONAL EFFECTS			
Year	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student
1976	1,420	$5,934,000	$4,178	303	7,349	$18,748,000	$2,551	161
1977	1,358	5,934,000	4,370	317	7,341	18,830,000	2,565	161
1978	1,338	5,934,000	4,434	321	7,365	18,899,000	2,566	161
1979	1,336	5,934,000	4,442	322	7,401	18,948,000	2,560	160
1980	1,341	5,934,000	4,424	321	7,426	18,974,000	2,555	159
1981	1,342	5,934,000	4,421	320	7,445	18,994,000	2,551	159
1982	1,344	5,934,000	4,415	320	7,443	18,997,000	2,552	159
1983	1,318	5,934,000	4,500	326	7,249	18,797,000	2,593	163
1984	1,274	5,934,000	4,656	337	6,993	18,539,000	2,651	169
1985	1,225	5,934,000	4,844	351	6,680	18,231,000	2,729	176
1986	1,165	5,934,000	5,089	369	6,381	17,952,000	2,813	185
1987	1,080	5,934,000	5,495	398	5,838	17,397,000	2,980	203
1988	1,043	5,934,000	5,690	412	5,659	17,243,000	3,047	209
1989	1,014	5,934,000	5,850	424	5,576	17,180,000	3,081	212
1990	1,011	5,934,000	5,869	425	5,624	17,244,000	3,066	210
1991	999	5,934,000	5,942	431	5,599	17,235,000	3,078	211
1992	961	5,934,000	6,172	447	5,407	17,043,000	3,152	219
1993	951	5,934,000	6,240	452	5,395	17,043,000	3,159	219
1994	950	5,934,000	6,246	453	5,460	17,123,000	3,136	217
1995	962	5,934,000	6,168	447	5,567	17,234,000	3,096	212
1996	981	5,934,000	6,046	438	5,699	17,365,000	3,047	207
1997	1,001	5,934,000	5,928	430	5,821	17,482,000	3,003	203
1998	1,015	5,934,000	5,845	423	5,905	17,555,000	2,973	200
1999	1,026	5,934,000	5,781	419	5,967	17,609,000	2,951	198
2000	1,035	5,934,000	5,731	415	6,024	17,657,000	2,931	196

TABLE 32

ALTERNATIVE B: RETRENCHMENT OF SOUTHWEST STATE UNIVERSITY

Retrenchment at Southwest State University requires that faculty and staff at the school be reduced in size consistent with legislative policy and staffing patterns at other state universities. This alternative would result in a reduction in direct and support costs at Southwest State University. These savings would be calculated annually through a comparison with the cost of no change. These savings would result in a more cost-efficient program. It does not include changes at any other institution.

	MARSHALL CAMPUS EFFECTS				REGIONAL EFFECTS				
Year	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Annual Operating Savings
1976	1,420	$5,228,000	$3,681	303	7,349	$18,042,000	$2,455	161	$ 706,000
1977	1,358	5,170,000	3,808	317	7,339	18,066,000	2,462	161	764,000
1978	1,338	5,152,000	3,850	321	7,365	18,117,000	2,460	161	782,000
1979	1,336	5,150,000	3,856	322	7,400	18,164,000	2,455	160	784,000
1980	1,341	5,155,000	3,844	321	7,425	18,195,000	2,450	159	779,000
1981	1,342	5,156,000	3,842	320	7,443	18,216,000	2,447	159	778,000
1982	1,344	5,158,000	3,838	320	7,443	18,221,000	2,448	159	777,000
1983	1,318	5,134,000	3,894	326	7,248	17,997,000	2,483	163	800,000
1984	1,274	5,094,000	3,997	337	6,993	17,698,000	2,531	169	841,000
1985	1,225	5,048,000	4,121	351	6,680	17,345,000	2,597	177	886,000
1986	1,166	4,994,000	4,283	369	6,381	17,011,000	2,666	185	941,000
1987	1,080	4,914,000	4,551	398	5,836	16,377,000	2,806	203	1,020,000
1988	1,043	4,880,000	4,680	412	5,658	16,189,000	2,861	209	1,054,000
1989	1,014	4,854,000	4,786	424	5,576	16,100,000	2,888	212	1,080,000
1990	1,011	4,851,000	4,798	425	5,623	16,161,000	2,874	210	1,083,000
1991	999	4,839,000	4,846	431	5,599	16,140,000	2,883	211	1,095,000
1992	961	4,805,000	4,993	447	5,406	15,914,000	2,944	219	1,129,000
1993	951	4,795,000	5,043	452	5,395	15,905,000	2,948	219	1,139,000
1994	950	4,794,000	5,047	453	5,460	15,983,000	2,927	217	1,[illegible]0,000
1995	962	4,806,000	4,995	447	5,565	16,106,000	2,894	212	1,[illegible]9,000
1996	981	4,823,000	4,915	438	5,698	16,255,000	2,853	207	1,[illegible]1,000
1997	1,001	4,841,000	4,837	430	5,821	16,390,000	2,816	203	1,093,000
1998	1,015	4,855,000	4,782	423	5,903	16,476,000	2,791	200	1,080,000
1999	1,026	4,865,000	4,740	419	5,967	16,540,000	2,772	198	1,069,000
2000	1,035	4,873,000	4,707	415	6,023	16,596,000	2,755	196	1,061,000

TABLE 33

ALTERNATIVE C: REORGANIZATION OF SOUTHWEST STATE UNIVERSITY TO ORIGINAL MISSION

The Legislature, in 19[illegible], authorized the establishment of a technical and two-year liberal arts college in southwestern Minnesota under the State College Board. The State College Board was to establish a curriculum equal and comparable to the first two-year course at the existing state colleges. The State College Board was further directed to add a third- and fourth-year liberal arts curriculum when it felt the additional curriculum to be feasible. This alternative does not include closing any other institutions in the 19-county region.

	MARSHALL CAMPUS EFFECTS				REGIONAL EFFECTS					
Year	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Annual Operating Savings	Student Access
1976	1,387	$5,427,000	$3,913	310	7,316	$18,241,000	$2,493	162	$507,000	534
1977	1,371	5,412,000	3,947	314	7,352	18,308,000	2,490	161	522,000	532
1978	1,381	5,422,000	3,927	311	7,407	18,386,000	2,482	160	513,000	534
1979	1,386	5,427,000	3,915	310	7,451	18,442,000	2,475	159	507,000	536
1980	1,389	5,431,000	3,909	309	7,474	18,472,000	2,472	158	503,000	538
1981	1,385	5,426,000	3,919	310	7,486	18,486,000	2,470	158	508,000	536
1982	1,388	5,431,000	3,913	310	7,487	18,494,000	2,470	158	503,000	540
1983	1,352	5,392,000	3,990	318	7,281	18,255,000	2,507	162	542,000	528
1984	1,286	5,322,000	4,139	334	7,005	17,927,000	2,559	169	612,000	506
1985	1,231	5,264,000	4,277	349	6,686	17,560,000	2,627	177	670,000	489
1986	1,178	5,207,000	4,422	365	6,393	17,225,000	2,695	185	727,000	472
1987	1,077	5,099,000	4,735	399	5,833	16,562,000	2,839	203	835,000	435
1988	1,054	5,075,000	4,818	408	5,669	16,384,000	2,890	209	859,000	431
1989	1,050	5,070,000	4,828	409	5,612	16,317,000	2,908	211	864,000	426
1990	1,061	5,082,000	4,789	405	5,673	16,392,000	2,889	208	852,000	430
1991	1,052	5,074,000	4,822	409	5,653	16,374,000	2,897	209	860,000	430
1992	999	5,017,000	5,022	430	5,443	16,126,000	2,962	217	917,000	412
1993	992	5,011,000	5,049	433	5,437	16,120,000	2,965	217	924,000	411
1994	1,013	5,031,000	4,967	424	5,523	16,220,000	2,937	214	903,000	415
1995	1,036	5,055,000	4,881	415	5,639	16,355,000	2,900	210	879,000	422
1996	1,057	5,078,000	4,806	407	5,773	16,509,000	2,860	205	857,000	429
1997	1,076	5,098,000	4,739	400	5,896	16,646,000	2,823	201	837,000	435
1998	1,086	5,108,000	4,704	396	5,974	16,729,000	2,800	198	826,000	437
1999	1,092	5,113,000	4,683	394	6,032	16,788,000	2,783	196	821,000	437
2000	1,097	5,118,000	4,664	392	6,085	16,841,000	2,768	194	816,000	437

TABLE 34

ALTERNATIVE D: CURRENT MISSION PLUS TWO-YEAR TECHNICAL PROGRAM

Under this alternative, Southwest State University would maintain its current mission and four-year collegiate program, but would be expanded programmatically to include a two-year technical program. This reorganization would include retrenchment of existing programs to present state university system staffing ratios.

	MARSHALL CAMPUS EFFECTS				REGIONAL EFFECTS					
Year	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Full-Time Equivalent Student	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Annual Operating Savings	Student Access
1976	2,021	$6,040,000	$2,989	213	7,950	$18,854,000	$2,372	149	−$106,000	600
1977	2,031	6,080,000	2,994	212	8,012	18,976,000	2,369	148	−146,000	673
1978	2,041	6,103,000	2,990	210	8,067	19,068,000	2,364	147	−169,000	702
1979	2,049	6,115,000	2,984	210	8,114	19,129,000	2,358	146	−181,000	713
1980	2,058	6,124,000	2,976	209	8,142	19,164,000	2,354	145	−190,000	716
1981	2,057	6,123,000	2,976	209	8,158	19,183,000	2,351	145	−189,000	715
1982	2,059	6,124,000	2,975	209	8,158	19,187,000	2,352	145	−190,000	714
1983	2,011	6,070,000	3,019	214	7,940	18,933,000	2,384	149	−136,000	692
1984	1,935	5,986,000	3,094	222	7,653	18,591,000	2,429	154	−52,000	660
1985	1,854	5,898,000	3,182	232	7,309	18,195,000	2,490	162	36,000	628
1986	1,766	5,804,000	3,288	244	6,981	17,822,000	2,553	169	130,000	599
1987	1,619	5,643,000	3,485	266	3,676	17,106,000	2,683	185	291,000	539
1988	1,570	5,592,000	3,563	274	6,185	16,901,000	2,733	191	342,000	526
1989	1,532	5,554,000	3,625	281	6,094	16,800,000	2,757	194	380,000	517
1990	1,534	5,557,000	3,623	280	6,146	16,868,000	2,745	192	376,000	522
1991	1,520	5,545,000	3,647	283	6,121	16,845,000	2,752	193	389,000	521
1992	1,462	5,482,000	3,750	294	5,906	16,590,000	2,809	200	453,000	500
1993	1,453	5,474,000	3,767	296	5,897	16,584,000	2,812	200	460,000	502
1994	1,462	5,488,000	3,753	294	5,972	16,676,000	2,792	198	447,000	512
1995	1,487	5,515,000	3,709	289	6,090	16,815,000	2,761	194	419,000	524
1996	1,520	5,552,000	3,653	283	6,237	16,983,000	2,723	190	383,000	538
1997	1,552	5,587,000	3,600	277	6,372	17,135,000	2,689	186	348,000	551
1998	1,574	5,610,000	3,564	273	6,462	17,231,000	2,667	183	324,000	558
1999	1,591	5,629,000	3,537	270	6,532	17,304,000	2,649	181	306,000	564
2000	1,606	5,644,000	3,515	268	6,593	17,367,000	2,634	179	290,000	570

TABLE 35

ALTERNATIVE E_1: UNIVERSITY OF MINNESOTA, MARSHALL WITH AGRICULTURE, TECHNOLOGY AND LIBERAL ARTS MISSION

This alternative was developed by the Citizens Advisory Committee. It involves transfer of Southwest State University to the Board of Regents, maintenance of the current liberal arts program and the addition of programs in agriculture and technology relating to the institutional service area. Morris is not closed under this alternative.

	MARSHALL CAMPUS EFFECTS				REGIONAL EFFECTS					
Year	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Annual Operating Savings	Student Access
1976	1,590	$6,383,000	$4,015	270	7,519	$19,197,000	$2,553	157	−$449,000	211
1977	1,622	6,432,000	3,966	265	7,603	19,328,000	2,542	156	−498,000	207
1978	1,679	6,521,000	3,884	256	7,705	19,485,000	2,529	153	−586,000	204
1979	1,725	6,593,000	3,821	249	7,790	19,607,000	2,517	152	−659,000	200
1980	1,727	6,596,000	3,819	249	7,811	19,636,000	2,514	151	−661,000	200
1981	1,727	6,596,000	3,820	249	7,828	19,654,000	2,511	151	−661,000	188
1982	1,723	6,589,000	3,825	250	7,822	19,652,000	2,513	151	−655,000	169
1983	1,681	6,524,000	3,882	256	7,610	19,386,000	2,547	155	−590,000	162
1984	1,621	6,431,000	3,968	265	7,339	19,035,000	2,594	161	−496,000	150
1985	1,549	6,319,000	4,081	278	7,003	18,615,000	2,658	169	−385,000	122
1986	1,469	6,195,000	4,218	293	6,684	18,213,000	2,725	177	−261,000	127
1987	1,344	6,001,000	4,466	320	6,100	17,464,000	2,863	194	−67,000	120
1988	1,288	5,914,000	4,594	334	5,903	17,223,000	2,918	200	20,000	122
1989	1,242	5,844,000	4,705	346	5,804	17,090,000	2,945	204	90,000	120
1990	1,232	5,829,000	4,730	349	5,844	17,139,000	2,933	202	105,000	110
1991	1,220	5,809,000	4,762	352	5,820	17,110,000	2,940	203	125,000	115
1992	1,181	5,749,000	4,868	364	5,625	16,858,000	2,997	210	185,000	120
1993	1,175	5,740,000	4,884	366	5,620	16,850,000	2,998	210	194,000	126
1994	1,181	5,750,000	4,867	364	5,691	16,939,000	2,976	208	184,000	131
1995	1,203	5,783,000	4,808	357	5,806	17,083,000	2,942	204	151,000	137
1996	1,234	5,831,000	4,726	348	5,951	17,262,000	2,901	199	103,000	139
1997	1,265	5,879,000	4,648	340	6,085	17,427,000	2,864	194	55,000	142
1998	1,289	5,916,000	4,591	334	6,177	17,537,000	2,839	191	18,000	145
1999	1,308	5,947,000	4,545	329	6,249	17,621,000	2,820	189	−12,000	147
2000	1,325	5,972,000	4,508	324	6,313	17,695,000	2,803	187	−38,000	152

TABLE 31

ALTERNATIVE A_2: NO CHANGE. 5-YEAR AVERAGE ENTRANCE RATE

The rationale for this alternative is the same as A_1. It is simulated to show the enrollment effects of a 40 percent increase in new entering freshmen attendance rates at Southwest State University over the fall 1975 entrance rate.

	MARSHALL CAMPUS EFFECTS				REGIONAL EFFECTS			
Year	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student
1976	1,619	$5,934,000	$3,665	265	7,548	$18,748,000	$2,484	157
1977	1,668	5,934,000	3,559	258	7,649	18,830,000	2,462	155
1978	1,738	5,934,000	3,415	247	7,764	18,899,000	2,434	152
1979	1,795	5,934,000	3,306	239	7,860	18,948,000	2,411	150
1980	1,800	5,934,000	3,298	239	7,884	18,974,000	2,407	150
1981	1,798	5,934,000	3,301	239	7,899	18,994,000	2,405	150
1982	1,797	5,934,000	3,303	239	7,896	18,997,000	2,406	150
1983	1,758	5,934,000	3,376	245	7,687	18,797,000	2,445	154
1984	1,693	5,934,000	3,505	254	7,412	18,539,000	2,501	160
1985	1,621	5,934,000	3,661	265	7,076	18,231,000	2,576	167
1986	1,537	5,934,000	3,862	280	6,752	17,952,000	2,659	175
1987	1,414	5,934,000	4,196	304	6,171	17,397,000	2,819	192
1988	1,360	5,934,000	4,362	316	5,976	17,243,000	2,885	198
1989	1,318	5,934,000	4,052	326	5,880	17,180,000	2,922	201
1990	1,311	5,934,000	4,526	328	5,923	17,244,000	2,911	200
1991	1,296	5,934,000	4,580	332	5,896	17,235,000	2,923	201
1992	1,246	5,934,000	4,764	345	5,690	17,043,000	2,995	208
1993	1,233	5,934,000	4,812	349	5,677	17,043,000	3,002	208
1994	1,234	5,934,000	4,810	348	5,744	17,123,000	2,981	206
1995	1,252	5,934,000	4,739	343	5,856	17,234,000	2,943	202
1996	1,283	5,934,000	4,625	335	6,000	17,365,000	2,894	197
1997	1,313	5,934,000	4,517	327	6,134	17,482,000	2,850	193
1998	1,337	5,934,000	4,438	322	6,225	17,555,000	2,820	190
1999	1,356	5,934,000	4,375	317	6,297	17,609,000	2,812	188
2000	1,372	5,934,000	4,324	313	6,360	17,657,000	2,776	186

TABLE 36

ALTERNATIVE E_2: UNIVERSITY OF MINNESOTA, MARSHALL WITH LIBERAL ARTS, AGRICULTURE AND TECHNOLOGY MISSION

Same as E_1 with one change. In E_1 it was assumed that every high school graduate from the 19-county region who did not attend post-secondary education, was interested in agriculture and technology careers and qualified for admission to the University of Minnesota system would enroll at the new University of Minnesota, Marshall. Under this alternative, only 50 percent of those students were assumed to enroll at University of Minnesota, Marshall. The results of E_1 and E_2 thus provide a range of enrollments and costs for this alternative.

	MARSHALL CAMPUS EFFECTS				REGIONAL EFFECTS					
Year	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Annual Operating Savings	Student Access
1976	1,443	$6,155,000	$4,266	298	7,372	$18,969,000	$2,573	160	−$221,000	105
1977	1,393	6,078,000	4,363	309	7,374	18,974,000	2,573	160	−144,000	103
1978	1,384	6,064,000	4,382	311	7,410	19,029,000	2,568	160	−130,000	102
1979	1,387	6,069,000	4,375	310	7,452	19,083,000	2,561	159	−135,000	100
1980	1,391	6,075,000	4,367	309	7,476	19,115,000	2,557	158	−141,000	100
1981	1,392	6,077,000	4,364	309	7,494	19,137,000	2,554	158	−143,000	94
1982	1,392	6,077,000	4,364	309	7,491	19,140,000	2,555	158	−143,000	85
1983	1,363	6,031,000	4,425	315	7,292	18,894,000	2,591	162	−97,000	81
1984	1,317	5,961,000	4,524	326	7,036	18,565,000	2,639	168	−26,000	75
1985	1,264	5,877,000	4,651	340	6,719	18,174,000	2,705	176	57,000	61
1986	1,202	5,782,000	4,809	358	6,417	17,800,000	2,774	184	152,000	63
1987	1,108	5,636,000	5,086	388	5,865	17,099,000	2,916	202	298,000	60
1988	1,067	5,572,000	5,223	403	5,682	16,881,000	2,971	208	362,000	61
1989	1,034	5,522,000	5,339	416	5,596	16,768,000	2,997	211	412,000	60
1990	1,029	5,514,000	5,358	418	5,641	16,824,000	2,982	210	420,000	55
1991	1,017	5,496,000	5,401	423	5,618	16,796,000	2,990	210	438,000	57
1992	983	5,443,000	5,535	437	5,428	16,551,000	3,049	218	491,000	60
1993	976	5,431,000	5,566	441	5,420	16,540,000	3,052	218	503,000	63
1994	978	5,434,000	5,558	440	5,488	16,623,000	3,029	215	500,000	65
1995	992	5,457,000	5,498	433	5,596	16,757,000	2,995	211	477,000	68
1996	1,014	5,491,000	5,414	424	5,731	16,922,000	2,953	206	444,000	69
1997	1,036	5,524,000	5,333	415	5,856	17,073,000	2,915	202	410,000	71
1998	1,052	5,549,000	5,275	409	5,940	17,170,000	2,891	199	385,000	72
1999	1,065	5,569,000	5,229	404	6,006	17,244,000	2,871	197	385,000	73
2000	1,075	5,586,000	5,193	400	6,063	17,308,000	2,855	195	348,000	76

TABLE 37

ALTERNATIVE F_1: BACCALAUREATE TECHNICAL UNIVERSITY WITH LOWER DIVISION GENERAL EDUCATION PROGRAM, START UP

This alternative would be to abandon the mission of Southwest State University as it is now constituted and develop an institution similar to Ferris (Michigan), Stout (Wisconsin), Rochester Institute of Technology (New York), and many others, with technical programs (including business) leading to a bachelor of science degree with liberal arts of high quality basically offered during the first two years to support the technical programs. There is currently a nucleus of about 300 students in such majors at Southwest State University plus a strong liberal arts base. This institution should be closely tied to all the AVTI's of the state and the technical programs of the community colleges of the region, with close programmatic relationship with them, encouraging easy transfer into advanced technical baccalaureate programs.

	MARSHALL CAMPUS EFFECTS				REGIONAL EFFECTS					
Year	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Annual Operating Savings	Student Access
1976	1,464	$5,622,000	$3,840	294	6,540	$18,436,000	$2,819	181	$312,000	323
1977	1,719	6,013,000	3,497	250	6,862	18,909,000	2,756	172	−79,000	324
1978	1,924	6,316,000	3,282	223	7,105	19,281,000	2,714	166	−382,000	332
1979	1,979	6,396,000	3,232	217	7,193	19,410,000	2,698	164	−462,000	332
1980	1,989	6,410,000	3,223	216	7,222	19,450,000	2,693	164	−476,000	332
1981	1,992	6,417,000	3,221	216	7,245	19,476,000	2,688	163	−482,000	329
1982	1,993	6,418,000	3,220	216	7,245	19,481,000	2,689	163	−484,000	315
1983	1,951	6,369,000	3,265	220	7,057	19,231,000	2,725	168	−435,000	299
1984	1,873	6,278,000	3,352	230	6,812	18,882,000	2,772	174	−343,000	279
1985	1,784	6,166,000	3,456	241	6,498	18,463,000	2,842	182	−232,000	262
1986	1,690	6,045,000	3,578	254	6,199	18,063,000	2,914	191	−111,000	243
1987	1,563	5,892,000	3,770	275	5,678	17,355,000	3,057	208	42,000	243
1988	1,501	5,810,000	3,872	287	5,493	17,118,000	3,116	215	124,000	246
1989	1,481	5,780,000	3,903	290	5,419	17,026,000	3,142	218	154,000	255
1990	1,491	5,791,000	3,883	288	5,472	17,101,000	3,125	216	143,000	236
1991	1,472	5,768,000	3,918	292	5,451	17,068,000	3,131	217	166,000	215
1992	1,404	5,686,000	4,050	306	5,262	16,794,000	3,192	225	249,000	223
1993	1,377	5,647,000	4,103	312	5,240	16,757,000	3,198	226	287,000	230
1994	1,381	5,645,000	4,087	311	5,294	16,834,000	3,180	223	289,000	238
1995	1,407	5,675,000	4,033	306	5,397	16,975,000	3,145	219	259,000	245
1996	1,446	5,725,000	3,959	297	5,536	17,157,000	3,099	214	209,000	253
1997	1,485	5,776,000	3,890	290	5,665	17,324,000	3,058	209	158,000	257
1998	1,516	5,817,000	3,837	284	5,755	17,438,000	3,030	205	117,000	262
1999	1,541	5,852,000	3,797	279	5,827	17,527,000	3,008	203	82,000	267
2000	1,564	5,883,000	3,761	275	5,891	17,606,000	2,988	201	51,000	271

TABLE 38

ALTERNATIVE F_2: BACCALAUREATE TECHNICAL UNIVERSITY WITH LOWER DIVISION GENERAL STUDIES PROGRAM WITH TRANSFERS

Same as F_1 with one change. Alternative F_1 was based on the assumption that transfers into the technical institute will be typical of a current four-year college. Alternative F_2 is based on the assumption of a very large transfer phenomenon at the third year, equal to the new entering freshmen rate.

	MARSHALL CAMPUS EFFECTS				REGIONAL EFFECTS					
Year	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Annual Operating Savings	Student Access
1976	1,464	$5,622,000	$3,840	294	6,540	$18,436,000	$2,819	181	$ 312,000	323
1977	1,998	6,430,000	3,219	215	7,140	19,326,000	2,707	166	−496,000	324
1978	2,508	7,191,000	2,868	171	7,688	20,156,000	2,622	154	−1,257,000	332
1979	2,628	7,370,000	2,804	164	7,843	20,384,000	2,599	151	−1,436,000	332
1980	2,639	7,385,000	2,799	163	7,873	20,425,000	2,595	150	−1,451,000	332
1981	2,651	7,405,000	2,793	162	7,904	20,465,000	2,589	150	−1,471,000	329
1982	2,659	7,418,000	2,789	162	7,911	20,481,000	2,589	149	−1,484,000	315
1983	2,617	7,368,000	2,816	164	7,723	20,230,000	2,619	153	−1,434,000	299
1984	2,536	7,271,000	2,868	170	7,475	19,876,000	2,659	158	−1,337,000	279
1985	2,429	7,133,000	2,937	177	7,142	19,430,000	2,720	166	−1,119,000	262
1986	2,304	6,966,000	3,024	187	6,813	18,984,000	2,786	174	−1,032,000	243
1987	2,140	6,758,000	3,158	201	6,255	18,221,000	2,913	189	−824,000	243
1988	2,042	6,622,000	3,243	211	6,035	17,930,000	2,971	196	−687,000	246
1989	1,986	6,537,000	3,292	216	5,924	17,783,000	3,002	200	−603,000	255
1990	1,979	6,522,000	3,296	217	5,960	17,832,000	2,992	198	−588,000	236
1991	1,963	6,504,000	3,313	219	5,942	17,804,000	2,996	199	−570,000	215
1992	1,908	6,442,000	3,376	225	5,766	17,550,000	3,044	205	−507,000	223
1993	1,868	6,385,000	3,418	230	5,731	17,494,000	3,053	206	−451,000	230
1994	1,833	6,322,000	3,450	235	5,746	17,511,000	3,048	206	−388,000	238
1995	1,848	6,336,000	3,429	232	5,838	17,636,000	3,021	202	−402,000	245
1996	1,902	6,409,000	3,370	226	5,992	17,841,000	2,977	197	−475,000	253
1997	1,956	6,482,000	3,314	220	6,136	18,031,000	2,939	193	−548,000	257
1998	2,002	6,546,000	3,270	215	6,241	18,167,000	2,911	189	−612,000	262
1999	2,042	6,603,000	3,234	211	6,328	18,278,000	2,889	187	−669,000	267
2000	2,077	6,652,000	3,203	207	6,404	18,375,000	2,869	185	−718,000	271

TABLE 39

ALTERNATIVE G: CONSOLIDATION OF SOUTHWEST STATE UNIVERSITY AND UNIVERSITY OF MINNESOTA, MORRIS AT MARSHALL

This alternative involves the establishment of a coordinated campus of the University of Minnesota at Marshall. In view of the declining enrollment projections for Morris and Southwest State University, consolidation of these two institutions at one site under the control of the Board of Regents would result in a larger, more cost-effective four-year institution. A review of the programs at these two institutions reveals a high degree of similarity. Differences exist, however, in the academic aptitude of students enrolled at the two institutions. University control of the Marshall campus would require some students from southwestern Minnesota who may have enrolled in Southwest State University to enroll at other state universities if University admissions policies were maintained at the new institution. One variation of this alternative would be consolidation of the Morris and Marshall campuses at Marshall under the State University Board.

	MARSHALL CAMPUS EFFECTS				REGIONAL EFFECTS				
Year	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Annual Operating Savings
1976	2,890	$6,658,000	$2,304	149	7,225	$15,602,000	$2,159	125	$3,147,000
1977	2,754	6,530,000	2,371	156	7,145	15,559,000	2,178	126	3,271,000
1978	2,660	6,440,000	2,421	162	7,115	15,556,000	2,186	127	3,343,000
1979	2,621	6,404,000	2,443	164	7,113	15,568,000	2,189	127	3,390,000
1980	2,636	6,417,000	2,435	163	7,140	15,600,000	2,185	127	3,375,000
1981	2,641	6,422,000	2,432	163	7,160	15,622,000	2,182	126	3,372,000
1982	2,642	6,423,000	2,431	163	7,161	15,629,000	2,183	126	3,368,000
1983	2,591	6,375,000	2,460	166	6,975	15,412,000	2,210	130	3,384,000
1984	2,508	6,296,000	2,510	171	6,733	15,125,000	2,247	134	3,414,000
1985	2,395	6,189,000	2,584	180	6,434	14,784,000	2,298	140	3,447,000
1986	2,271	6,071,000	2,674	189	6,151	14,464,000	2,352	147	3,488,000
1987	2,109	5,917,000	2,807	204	5,629	13,850,000	2,460	161	3,548,000
1988	2,020	5,833,000	2,888	213	5,462	13,670,000	2,503	165	3,573,000
1989	1,972	5,788,000	2,935	218	5,388	13,589,000	2,522	168	3,592,000
1990	1,969	5,785,000	2,938	218	5,438	13,652,000	2,511	166	3,592,000
1991	1,949	5,767,000	2,958	221	5,416	13,632,000	2,517	167	3,602,000
1992	1,876	5,697,000	3,037	229	5,230	13,413,000	2,565	173	3,630,000
1993	1,852	5,674,000	3,064	232	5,220	13,404,000	2,568	173	3,639,000
1994	1,852	5,674,000	3,064	232	5,284	13,482,000	2,551	171	3,641,000
1995	1,877	5,698,000	3,035	229	5,386	13,601,000	2,525	168	3,634,000
1996	1,927	5,745,000	2,982	223	5,511	13,744,000	2,494	164	3,622,000
1997	1,976	5,791,000	2,932	218	5,627	13,873,000	2,465	161	3,610,000
1998	2,015	5,829,000	2,893	213	5,704	13,953,000	2,446	158	3,602,000
1999	2,048	5,860,000	2,861	210	5,762	14,013,000	2,432	157	3,596,000
2000	2,077	5,888,000	2,834	207	5,814	14,065,000	2,419	155	3,592,000

TABLE 40

ALTERNATIVE H: ALTERNATIVE G PLUS CONSOLIDATION OF CANBY AVTI, GRANITE FALLS AVTI AND WILLMAR COMMUNITY COLLEGE AT MORRIS

This alternative includes the establishment of a consolidated campus of the University of Minnesota at Marshall similar to Alternative G. In addition to the consolidation of Southwest State University and University of Minnesota, Morris, it includes closing Canby AVTI, Granite Falls AVTI, and Willmar Community College and the establishment of a residential, comprehensive community college at Morris. The geographical proximity of Canby and Granite Falls and the projected enrollment decline for all three institutions suggest the need to consolidate them at the Morris site. The establishment of a residential, comprehensive community college at Morris would provide for effective use of the Morris campus, ensure continued educational service to the region and provide for more desirable cost effectiveness in the operation of the institution.

	MORRIS CAMPUS EFFECTS				REGIONAL EFFECTS					
Year	Full-Time Equivalent Students at Morris	Total Operating Budget in Constant Dollars at Morris	Full Cost Per Student at Morris	Assignable Square Feet Per Student at Morris	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Annual Operating Savings	Student Access
1976	970	$2,725,000	$2,810	287	6,937	$15,669,000	$2,259	146	$3,080,000	−179
1977	831	2,612,000	3,142	335	6,796	15,584,000	2,293	149	3,246,000	−190
1978	835	2,615,000	3,133	334	6,812	15,622,000	2,293	149	3,277,000	−200
1979	841	2,620,000	3,117	332	6,845	15,665,000	2,289	148	3,283,000	−211
1980	846	2,626,000	3,104	329	6,877	15,702,000	2,283	147	3,272,000	−222
1981	847	2,625,000	3,100	329	6,889	15,716,000	2,281	147	3,278,000	−234
1982	851	2,630,000	3,092	328	6,899	15,731,000	2,280	147	3,267,000	−246
1983	832	2,602,000	3,129	335	6,739	15,537,000	2,306	150	3,260,000	−258
1984	804	2,563,000	3,188	347	6,504	15,254,000	2,346	156	3,285,000	−270
1985	771	2,517,000	3,264	361	6,224	14,927,000	2,398	163	3,304,000	−282
1986	744	2,480,000	3,332	375	5,953	14,616,000	2,455	170	3,336,000	−291
1987	687	2,401,000	3,493	405	5,473	14,039,000	2,565	185	3,358,000	−299
1988	677	2,388,000	3,525	411	5,317	13,870,000	2,609	190	3,373,000	−308
1989	675	2,383,000	3,528	413	5,239	13,786,000	2,631	193	3,395,000	−317
1990	686	2,395,000	3,491	406	5,279	13,840,000	2,622	192	3,404,000	−326
1991	686	2,396,000	3,495	407	5,258	13,822,000	2,629	193	3,413,000	−321
1992	659	2,360,000	3,582	423	5,067	13,594,000	2,683	200	3,449,000	−316
1993	658	2,359,000	3,585	424	5,045	13,574,000	2,691	201	3,469,000	−311
1994	668	2,371,000	3,551	417	5,094	13,639,000	2,677	199	3,484,000	−306
1995	680	2,387,000	3,512	410	5,184	13,747,000	2,652	195	3,487,000	−301
1996	691	2,403,000	3,477	403	5,300	13,882,000	2,619	191	3,483,000	−290
1997	701	2,417,000	3,449	398	5,407	14,003,000	2,590	187	3,479,000	−278
1998	705	2,422,000	3,436	395	5,477	14,078,000	2,571	185	3,477,000	−267
1999	707	2,425,000	3,429	394	5,530	14,133,000	2,556	183	3,476,000	−256
2000	709	2,427,000	3,424	393	5,575	14,179,000	2,543	182	3,478,000	−244

TABLE 41

ALTERNATIVE I: CONSOLIDATION OF COLLEGIATE INSTITUTIONS AT MARSHALL

This alternative is intended to create one collegiate institution in southwestern Minnesota with larger enrollment and a greater mass of faculty and program resources. It involves closing Worthington Community College and Willmar Community College. A review of the MSAT profiles for these institutions reveals that the academic aptitude and high school rank of students now enrolled in these schools are almost identical. These students could be served by one consolidated institution. The enrollment projections for these campuses indicate severe declines through the 1980's. Maintenance of these campuses in a state of constant retrenchment would result in severely impaired program quality. It would also result in the achievement of most cost-effective programs and space utilization. Morris remains open in this alternative.

	MARSHALL CAMPUS EFFECTS				REGIONAL EFFECTS					
Year	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Annual Operating Savings	Student Access
1976	1,467	$5,271,000	$3,593	293	6,237	$15,883,000	$2,547	170	$2,865,000	−666
1977	1,431	5,237,000	3,661	301	6,269	15,946,000	2,544	170	2,884,000	−679
1978	1,432	5,239,000	3,658	300	6,307	16,008,000	2,538	169	2,891,000	−689
1979	1,443	5,249,000	3,637	298	6,353	16,066,000	2,529	167	2,882,000	−707
1980	1,448	5,253,000	3,629	297	6,381	16,100,000	2,523	167	2,874,000	−714
1981	1,448	5,254,000	3,628	297	6,398	16,123,000	2,520	166	2,871,000	−713
1982	1,449	5,254,000	3,627	297	6,402	16,130,000	2,520	166	2,867,000	−725
1983	1,419	5,227,000	3,683	303	6,250	15,947,000	2,551	170	2,850,000	−723
1984	1,371	5,182,000	3,781	314	6,044	15,702,000	2,598	176	2,837,000	−731
1985	1,315	5,131,000	3,901	327	5,780	15,395,000	2,663	184	2,835,000	−716
1986	1,250	5,072,000	4,056	344	5,526	15,105,000	2,734	192	2,846,000	−720
1987	1,155	4,983,000	4,316	372	5,080	14,571,000	2,868	209	2,827,000	−738
1988	1,113	4,945,000	4,443	386	4,926	14,403,000	2,924	216	2,840,000	−755
1989	1,080	4,915,000	4,550	398	4,842	14,314,000	2,956	220	2,867,000	−762
1990	1,076	4,910,000	4,565	400	4,875	14,364,000	2,946	218	2,880,000	−773
1991	1,063	4,898,000	4,609	405	4,857	14,348,000	2,954	219	2,887,000	−772
1992	1,024	4,863,000	4,749	420	4,692	14,154,000	3,017	227	2,889,000	−770
1993	1,014	4,854,000	4,786	424	4,675	14,140,000	3,025	227	2,903,000	−769
1994	1,014	4,854,000	4,785	424	4,715	14,196,000	3,011	225	2,927,000	−768
1995	1,029	4,867,000	4,732	418	4,797	14,295,000	2,980	222	2,939,000	−767
1996	1,051	4,888,000	4,651	409	4,909	14,425,000	2,938	217	2,940,000	−756
1997	1,073	4,908,000	4,573	401	5,012	14,542,000	2,901	212	2,941,000	−744
1998	1,090	4,924,000	4,517	394	5,082	14,616,000	2,876	209	2,939,000	−732
1999	1,103	4,936,000	4,474	390	5,136	14,672,000	2,857	207	2,937,000	−721
2000	1,114	4,946,000	4,439	386	5,182	14,719,000	2,841	205	2,937,000	−709

TABLE 42

ALTERNATIVE J: ESTABLISHMENT OF A COMPREHENSIVE RESIDENTIAL COMMUNITY COLLEGE AT MARSHALL

This alternative includes closing Southwest State University and all area vocational-technical institutes in the 19-county region and establishing a comprehensive, residential community college at Marshall. The establishment of a consolidated residential institution at Marshall serving southwestern Minnesota would ensure greater use of the Marshall campus and the maintenance of a larger, viable institution while still meeting technical and vocational manpower requirements of the region. The facilities currently housing these institutions could be utilized by local school districts for secondary vocational-technical programs. The consolidated, residential comprehensive institution at Marshall would then serve as a transfer site for secondary students wishing to further develop their occupational skills.

	MARSHALL CAMPUS EFFECTS				REGIONAL EFFECTS					
Year	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Annual Operating Savings	Student Access
1976	3,396	$8,168,000	$2,406	127	6,149	$14,241,000	$2,316	135	$4,507,000	−321
1977	3,325	8,078,000	2,430	130	6,058	14,132,000	2,333	137	4,698,000	−340
1978	3,327	8,078,000	2,428	129	6,050	14,123,000	2,335	137	4,776,000	−359
1979	3,333	8,084,000	2,426	129	6,060	14,131,000	2,332	137	4,817,000	−378
1980	3,327	8,076,000	2,427	129	6,059	14,127,000	2,332	137	4,847,000	−397
1981	3,321	8,069,000	2,430	129	6,055	14,119,000	2,332	137	4,875,000	−419
1982	3,309	8,052,000	2,434	130	6,034	14,097,000	2,336	137	4,900,000	−441
1983	3,915	7,908,000	2,475	135	5,840	13,876,000	2,376	142	4,921,000	−463
1984	3,050	7,729,000	2,535	141	5,589	13,590,000	2,432	148	4,949,000	−484
1985	2,888	7,525,000	2,606	149	5,293	13,259,000	2,505	156	4,971,000	−506
1986	2,746	7,348,000	2,676	157	5,021	12,956,000	2,581	165	4,995,000	−521
1987	2,463	6,990,000	2,839	175	4,529	12,397,000	2,737	183	5,001,000	−537
1988	2,389	6,899,000	2,887	180	4,365	12,221,000	2,800	190	5,022,000	−552
1989	2,360	6,859,000	2,906	182	4,306	12,151,000	2,822	192	5,030,000	−568
1990	2,389	6,895,000	2,886	180	4,345	12,195,000	2,807	191	5,049,000	−583
1991	2,371	6,875,000	2,899	181	4,312	12,160,000	2,820	192	5,074,000	−573
1992	2,272	6,755,000	2,973	189	4,139	11,965,000	2,891	200	5,078,000	−563
1993	2,279	6,767,000	2,969	189	4,138	11,969,000	2,892	200	5,075,000	−553
1994	2,335	6,836,000	2,928	184	4,222	12,064,000	2,858	196	5,059,000	−543
1995	2,401	6,918,000	2,882	179	4,331	12,188,000	2,814	191	5,046,000	−533
1996	2,467	7,003,000	2,839	174	4,457	12,329,000	2,766	186	5,037,000	−512
1997	2,531	7,084,000	2,799	170	4,580	12,466,000	2,722	181	5,017,000	−490
1998	2,573	7,138,000	2,774	167	4,669	12,563,000	2,691	177	4,992,000	−469
1999	2,607	7,182,000	2,755	165	4,742	12,643,000	2,666	175	4,966,000	−448
2000	2,639	7,223,000	2,737	163	4,810	12,717,000	2,644	172	4,940,000	−426

TABLE 43

ALTERNATIVE K: ENROLLMENT CEILINGS AT ALL PUBLIC FOUR-YEAR INSTITUTIONS EXCEPT SOUTHWEST STATE UNIVERSITY

This alternative is based on the implementation of a statewide enrollment ceiling for new entering freshmen at all four-year institutions except Southwest State University to the number that enrolled in fall, 1975. The intent is to direct some students to Southwest State University and away from institutions that are fully used or facing short-term enrollment bulges. The effect of this policy would last for four years. Once the number of high school graduates, statewide, begin to decline, enrollment ceilings would not affect most or all institutions.

	MARSHALL CAMPUS EFFECTS				REGIONAL EFFECTS				
Year	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Annual Operating Savings
1976	1,624	$5,416,000	$3,335	265	7,553	$18,230,000	$2,414	157	$518,000
1977	1,674	5,462,000	3,262	257	7,655	18,358,000	2,398	154	472,000
1978	1,746	5,528,000	3,166	246	7,772	18,493,000	2,379	152	406,000
1979	1,805	5,583,000	3,093	238	7,869	18,597,000	2,363	150	351,000
1980	1,809	5,587,000	3,088	238	7,894	18,627,000	2,360	150	347,000
1981	1,807	5,585,000	3,090	238	7,908	18,645,000	2,358	149	349,000
1982	1,806	5,584,000	3,092	238	7,905	18,647,000	2,359	150	350,000
1983	1,767	5,548,000	3,140	243	7,697	18,410,000	2,392	154	386,000
1984	1,702	5,488,000	3,225	253	7,421	18,092,000	2,438	159	447,000
1985	1,629	5,421,000	3,328	264	7,084	17,717,000	2,501	167	514,000
1986	1,544	5,342,000	3,460	278	6,759	17,360,000	2,568	175	592,000
1987	1,421	5,229,000	3,679	302	6,178	16,692,000	2,702	191	705,000
1988	1,367	5,179,000	3,788	314	5,982	16,488,000	2,756	198	755,000
1989	1,324	5,140,000	3,880	325	5,886	16,386,000	2,784	201	794,000
1990	1,318	5,134,000	3,896	326	5,930	16,443,000	2,773	199	801,000
1991	1,302	5,119,000	3,932	330	5,903	16,419,000	2,782	200	815,000
1992	1,252	5,073,000	4,052	343	5,696	16,181,000	2,841	208	861,000
1993	1,239	5,061,000	4,084	347	5,683	16,170,000	2,845	208	873,000
1994	1,240	5,062,000	4,083	347	5,750	16,250,000	2,826	206	873,000
1995	1,258	5,079,000	4,036	342	5,862	16,379,000	2,794	202	855,000
1996	1,289	5,107,000	3,962	333	6,006	16,538,000	2,754	197	827,000
1997	1,320	5,134,000	3,890	326	6,140	16,684,000	2,717	193	798,000
1998	1,344	5,158,000	3,838	320	6,232	16,779,000	2,692	190	777,000
1999	1,363	5,175,000	3,797	315	6,304	16,850,000	2,673	188	759,000
2000	1,379	5,190,000	3,763	312	6,367	16,913,000	2,656	186	744,000

TABLE 44

ALTERNATIVE L: NO TUITION AT SOUTHWEST STATE UNIVERSITY

Under this alternative the state would provide free tuition to all Minnesota residents attending Southwest State University. The intention is to provide an economic incentive for students to enroll at Marshall.

	MARSHALL CAMPUS EFFECTS					REGIONAL EFFECTS				
Year	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Tuition Subsidy	Full Cost Per Student	Assignable Square Feet Per Student	Full-Time Equivalent Students	Total Operating Budget in Constant Dollars	Full Cost Per Student	Assignable Square Feet Per Student	Annual Operating Savings
1976	1,461	$5,266,000	$558,000	$3,604	294	7,390	$18,638,000	$2,522	160	$110,000
1977	1,421	5,229,000	542,000	3,679	302	7,402	18,668,000	2,522	160	162,000
1978	1,420	5,228,000	542,000	3,681	303	7,447	18,735,000	2,516	159	164,000
1979	1,430	5,237,000	546,000	3,662	301	7,495	18,798,000	2,508	158	151,000
1980	1,436	5,242,000	548,000	3,652	299	7,520	18,831,000	2,504	157	144,000
1981	1,437	5,243,000	548,000	3,650	299	7,538	18,851,000	2,501	157	142,000
1982	1,438	5,244,000	549,000	3,647	299	7,537	18,857,000	2,502	157	140,000
1983	1,410	5,219,000	538,000	3,701	305	7,340	18,620,000	2,537	161	177,000
1984	1,362	5,174,000	520,000	3,799	316	7,081	18,299,000	2,584	167	240,000
1985	1,308	5,125,000	499,000	3,918	329	6,763	17,921,000	2,650	175	310,000
1986	1,244	5,066,000	475,000	4,072	346	6,459	17,558,000	2,718	183	393,000
1987	1,150	4,979,000	439,000	4,328	374	5,907	16,882,000	2,858	200	515,000
1988	1,110	4,942,000	423,000	4,453	387	5,725	16,675,000	2,913	207	568,000
1989	1,078	4,913,000	411,000	4,556	396	5,640	16,571,000	2,938	210	609,000
1990	1,074	4,909,000	410,000	4,570	400	5,686	16,629,000	2,925	208	615,000
1991	1,061	4,897,000	405,000	4,615	405	5,662	16,603,000	2,933	209	632,000
1992	1,021	4,860,000	390,000	4,759	421	5,466	16,359,000	2,993	216	684,000
1993	1,011	4,850,000	386,000	4,800	425	5,455	16,345,000	2,997	217	698,000
1994	1,010	4,850,000	385,000	4,802	426	5,520	16,474,000	2,976	214	699,000
1995	1,023	4,862,000	390,000	4,751	420	5,627	16,553,000	2,942	210	681,000
1996	1,045	4,882,000	399,000	4,671	411	5,762	16,713,000	2,901	205	653,000
1997	1,067	4,903,000	407,000	4,594	403	5,887	16,858,000	2,864	201	624,000
1998	1,083	4,917,000	413,000	4,539	397	5,971	16,952,000	2,839	198	603,000
1999	1,096	4,929,000	418,000	4,496	392	6,037	17,023,000	2,820	196	586,000
2000	1,107	4,939,000	422,000	4,462	388	6,095	17,085,000	2,803	194	572,000

APPENDIX G

FEASIBILITY STUDY FOR A RESIDENTIAL REHABILITATION CENTER IN SOUTHWESTERN MINNESOTA

At the request of the 1976 Legislature's conference committee on the supplemental appropriations bill, the Higher Education Coordinating Board contracted with Southwest State University, as a part of the Board's study of post-secondary education in southwestern Minnesota, to conduct a preliminary investigation of the feasibility of establishing a rehabilitation center at SSU for physically handicapped young adults. A summary of that study is reported below. Copies of the full report may be obtained from the Board office.[1]

The primary objective of the study was to determine the need for a residential rehabilitation center for young adults in southwestern Minnesota. In conducting the study, two other related issues were addressed: (a) the capacity and suitability of using Southwest State University residence halls as the site for such a facility, and, (b) an estimate of initial building and/or remodeling costs of other possible sites for the facility.

Through the work of a consulting committee composed of agency personnel involved in providing services to southwestern Minnesota, interested citizens, and the staff of the university, which assisted the project director, the primary objectives of the study were accomplished. The findings are summarized below:

1. Based on an incomplete survey, it was determined that there are 77 physically handicapped young adults in the region who are potential candidates for the proposed residence. Their candidacy is based on the judgment of agency personnel who have knowledge of the particular individual's handicap, mental capacity, and present placement. Persons currently being served by area vocational-technical institutes, the Division of Vocational Rehabilitation or diagnosed as mentally retarded have been excluded from this count. In addition, there are 99 children between the ages of 5 and 15 who are possible future candidates for a regional rehabilitation facility.
2. It was concluded that modification of an existing residence hall at Southwest State University is not feasible as a site for a residential rehabilitation center. In order to make a residence hall suitable as such a facility, major renovation of the building would be necessary to comply with various building codes required by the State of Minnesota. Residence hall deficiencies were listed as rooms too small, windows too high, doorways too narrow, inadequate rest rooms, narrow corridors, food service limitations, and inadequate bedroom space on the first floor.
3. Using the Courage Center Residence as a model for construction estimates of a residence with a 16-bed capacity and 8,000 square feet, including land acquisition, furnishing, fees, mechanical and electrical service, it was estimated that the cost of the facility would approximate $503,000, at $62.95 per square foot. If an existing facility were remodeled, such as the Weiner Memorial Medical Center in Marshall, which has a 50-bed capacity, it would cost between $850,000 and $1,000,000. Annual operating costs for the center were not included in the report; however, the committee was informed that due to the high costs of health care delivery, a 16-bed rehabilitation facility may be impractical to operate fiscally. While smaller facilities are more desirable in terms of patient care, they are too expensive on a per patient basis.

[1] *Feasibility Study: Rehabilitation Residence/Center for Physically Handicapped Young Adults in Southwestern Minnesota*, Office of Research and Institutional Grants, Southwest State University, October 1976.